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TRAINING OF FEDERAL EMPLOYEES



HEARINGS
BEFORE THE
COMMITTEE ON
POST OFFICE AND CIVIL SERVICE
HOUSE OF REPRESENTATIVES
EIGHTY-FIFTH CONGRESS
SECOND SESSION

ON

H. R. 6001, H. R. 1989, and S. 385

BILLS TO AUTHORIZE THE TRAINING OF FEDERAL
EMPLOYEES AT PUBLIC OR PRIVATE FACILITIES,
AND FOR OTHER PURPOSES

MAY 15; JUNE 13, 16, 1958

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TRAINING OF FEDERAL EMPLOYEES

PART 1

THURSDAY, MAY 15, 1958

HOUSE OF REPRESENTATIVES,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D. C.

The committee met, pursuant to notice, at 9:55 a. m., in room 215, Old House Office Building, Hon. Tom Murray (chairman) presiding. The CHAIRMAN. The committee will be in order.

This morning the committee is delighted to have present Mr. John D. Rockefeller 3d, who is accompanied by Mr. Arthur Maass, secretary of the Graduate School of Public Administration of Harvard University; Prof. Robert van de Velde, assistant director, Woodrow Wilson School of Public and International Affairs, Princeton University; and Mr. Donald H. McLean, Jr., who is an associate of Mr. Rockefeller.

Mr. Rockefeller was invited to appear before the committee to discuss the proposed training legislation for Federal employees in the universities of our country. The Senate has already passed a bill, S. 385, which authorizes the training of Federal employees at public or private facilities. This bill was passed by the Senate April 15, 1957.

The minority leader on the committee, Mr. Rees, has introduced a bill, H. R. 6001, on the same subject, which varies somewhat from the bill that has been approved by the Senate. It is different in connection with the administration of the program. Mr. Rees' bill provides that the Civil Service Commission shall administer the program, while, as I understand, the Senate bill leaves it to the administration or to the various agencies.

(The bills, H. R. 6001 and S. 385 follow:)¹

[H. R. 6001, 85th Cong., 1st sess.]

A BILL To increase efficiency and economy in the Government by providing for training programs for civilian officers and employees of the Government with respect to the performance of official duties

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Government Employees Training Act".

DECLARATION OF POLICY

SEC. 2. It is hereby declared to be the policy of Congress—

(1) that, in order to promote efficiency and economy in the operation of the Government and provide means for the development of maximum proficiency in the performance of official duties by employees thereof, to establish and maintain the highest standards of performance in the transaction of the public business, and to install and utilize effectively the best modern practices and techniques which have been developed, tested, and proved within or outside of the Government, it is necessary and desirable in the public interest that self-education, self-improvement, and self-training by such employees be supplemented and extended by Government-wide and Government-sponsored

¹ H. R. 1989 is inserted in part 2 of the hearings, p. 47.

programs, provided for by this Act, for the training of such employees in the performance of official duties and for the development of skills, knowledge, and abilities which will best qualify them for performance of official duties;

(2) that such programs shall be continuous in nature, shall be subject to review and control by the Congress, and shall be so established as to be readily expandable in time of national emergency;

(3) that such programs shall be designed to lead to (A) improved public service, (B) dollar savings, (C) the building and retention of a permanent cadre of skilled and efficient Government employees, well abreast of scientific, professional, technical, and management developments both in and out of Government, (D) lower turnover of personnel, (E) reasonably uniform administration of training, consistent with the missions of the Government departments and agencies, and (F) fair and equitable treatment of Government employees with respect to training; and

(4) that the United States Civil Service Commission shall be responsible, and have the authority, for the effective promotion and coordination of such programs and of training operations thereunder.

DEFINITIONS

SEC. 3. For the purposes of this Act—

(1) the term "Government" means the Government of the United States of America and the municipal government of the District of Columbia;

(2) the term "department", subject to the exceptions contained in section 4, means (A) each executive department, (B) each independent establishment or agency in the executive branch, (C) each Government-owned or controlled corporation subject to title I or title II of the Government Corporation Control Act, (D) the General Accounting Office, (E) the Library of Congress, (F) the Government Printing Office, and (G) the municipal government of the District of Columbia;

(3) the term "employee", subject to the exceptions contained in section 4, means any civilian officer or employee in or under a department;

(4) the term "Commission" means the United States Civil Service Commission;

(5) the term "training" means the process of providing for and making available to an employee, and placing or enrolling such employee in, a planned, prepared, and integrated program, course, curriculum, subject system, or routine of instruction, education, indoctrination, drill, guidance, or work experience, under supervision, in scientific, professional, technical, mechanical, trade, clerical, fiscal, administrative, or other fields which are, or will be directly related to the performance by such employee of official duties for the Government, in order to increase the knowledge, proficiency, ability, skill, and qualifications of such employee in the performance of his official duties;

(6) the term "Government facility" means any property owned or substantially controlled by the Government and the services of any civilian and military personnel of the Government; and

(7) the term "nongovernment facility" means (A) the government of any State, Territory, or possession of the United States, the government of the Commonwealth of Puerto Rico, and any interstate governmental organization, or any unit, subdivision, or instrumentality of any of the foregoing, (B) any foreign government or international organization, or instrumentality of either, which is designated by the President as eligible to provide training under this Act, (C) any medical, scientific, technical, educational, research, or professional institution, foundation, agency, or organization, (D) any business, commercial, or industrial firm, corporation, partnership, proprietorship, or any other organization, and (E) any individual not a civilian or military officer or employee of the Government of the United States or of the municipal government of the District of Columbia. For the purposes of furnishing training by, in, or through any of the foregoing, the term "nongovernment facility" also shall include the services and property of any of the foregoing furnishing such training.

EXCLUSIONS

SEC. 4. (a) This Act shall not apply to—

(1) the President or Vice President of the United States,

(2) the Foreign Service of the United States under the Department of State.

(3) any corporation under the supervision of the Farm Credit Administration of which corporation any member of the board of directors is elected or appointed by private interests,

(4) the Tennessee Valley Authority,

(5) any individual appointed by the President by and with the advice and consent of the Senate or by the President alone, unless such individual is specifically designated by the President for training under this Act, and

(6) any individual who is a member of the uniformed services as defined in section 102 (a) of the Career Compensation Act of 1949, as amended, during any period in which he is receiving compensation under title II of such Act.

(b) The President is authorized—

(1) to designate at any time in the public interest any department or part thereof, or any employee or employees therein (either individually or by groups or classes), as excepted from this Act or any provision of this Act (other than this section, section 20, and section 21) and

(2) to designate at any time in the public interest any such department or part thereof, or any such employee or employees therein, so excepted, as again subject to this Act or any such provision of this Act.

Such authority of the President shall not include the authority to except the Commission from any provision of this Act which vests in or imposes upon the Commission any authority, function, duty, or responsibility with respect to any matter other than the establishment, operation, and maintenance by the Commission, in the same capacity as any other department, of programs and plans of training for employees of the Commission.

DEPARTMENTAL REVIEWS OF TRAINING NEEDS

SEC. 5. Within ninety days after the date of enactment of this Act and at least once every three years after the expiration of such ninety-day period, the head of each department shall conduct and complete a review of the needs and requirements of such department for the training of employees under its jurisdiction. Upon appropriate request, the Commission is authorized, in its discretion, to assist such department in connection with such review of needs and requirements. Information obtained or developed in any such review shall be made available to the Commission at its request.

TRAINING REGULATIONS OF COMMISSION

SEC. 6. (a) The Commission, after consideration of the needs and requirements of each department for training of its employees and after consultation with those departments principally concerned, shall prescribe regulations containing the principles, standards, and related requirements for the programs, and plans thereunder, for the training of employees of such department under authority of this Act (including requirements for appropriate coordination of and maximum practicable uniformity in such training programs and plans of the departments). Such regulations, when promulgated, shall enable each department to establish, operate, and maintain, in accordance with this Act, programs and plans for the training of its employees by, in, and through Government facilities and non-Government facilities, and shall provide for adequate administrative control by appropriate executive authority, necessary information with respect to the general conduct of the training activities of each department, and such other information as may be necessary to enable the President and the Congress to discharge effectively their respective duties and responsibilities for supervision, control, and review of training programs authorized by this Act. Such regulations also shall cover with respect to training by, in, and through Government facilities and non-Government facilities—

(1) requirements with respect to the determination and continuing review by each department of its needs and requirements in connection with such training;

(2) the scope and conduct of the programs and plans of each department for such training;

(3) the selection and assignment for such training of employees of each department;

(4) the utilization in each department of the services of employees who have undergone any such training;

(5) the evaluation of the results and effects of programs and plans for such training;

(6) the interchange among the departments of information concerning such training;

(7) the submission by the departments of reports on the results and effects of programs and plans of such training and economies resulting therefrom, including estimates of costs of training by, in, and through non-Government facilities;

(8) such requirements and limitations as may be necessary with respect to payments and reimbursements in accordance with section 10; and

(9) such other matters as the Commission deems appropriate or as may be necessary to carry out the provisions of this Act.

(b) In addition to matters set forth in subsection (a) of this section, the regulations of the Commission shall, with respect to the training of employees by, in, or through non-Government facilities—

(1) prescribe general policies governing the selection of a non-Government facility to provide such training;

(2) authorize training of employees by, in, or through a non-Government facility only after determination by the head of the department concerned that adequate training for such employees by, in, or through a Government facility is not reasonably available and that appropriate consideration has been given to the then existing or reasonably foreseeable availability and utilization of fully trained employees; and

(3) prohibit the training of an employee by, in, or through a non-Government facility for the purpose of filling a position by promotion if there is in the department concerned another employee of equal ability and suitability who is fully qualified to fill such position and is available at, or within a reasonable distance from, the place or places where the duties of such position are to be performed.

(c) From time to time and in accordance with this Act, the Commission may revise, supplement, or abolish its regulations prescribed under this section and may prescribe additional regulations.

ESTABLISHMENT OF PROGRAMS OF TRAINING THROUGH GOVERNMENT AND NON-GOVERNMENT FACILITIES

SEC. 7. Within two hundred and seventy days after the date of enactment of this Act, the head of each department shall prepare, establish, and place in effect a program or programs, and a plan or plans thereunder, in conformity with this Act, for the training of employees in or under such department by in, and through Government facilities and non-Government facilities in order to increase economy and efficiency in the operations of the department and to raise the standard of performance by employees of their official duties to the maximum possible level of proficiency. Each such program, and plan or plans thereunder, shall conform, on and after the effective date of the regulations prescribed by the Commission under section 6, to the principles, standards, and related requirements contained in such regulations then current and shall be operated and maintain in accordance with the provisions and purposes of this Act. Two or more departments jointly may operate under any such training program. Each such program shall provide for the encouragement of self-training by employees by means of appropriate recognition of resultant increases in proficiency, skill, and capability.

GENERAL PROVISIONS OF PROGRAMS OF TRAINING THROUGH GOVERNMENT FACILITIES

SEC. 8. The program or programs of each department for the training of employees by, in, and through Government facilities under authority of this Act—

(1) shall provide for training, insofar as practicable, by, in, and through those Government facilities which are under the jurisdiction or control of such department, and

(2) shall provide for the making by such department to the extent necessary and appropriate, of agreements with other departments, and with other agencies in any branch of the Government, on a reimbursable basis if so requested by such other departments and agencies, (A) for the utilization in such program or programs of those Government facilities under the jurisdiction or control of such other departments and agencies and (B) for extension to employees of such department of training programs of such other departments.

GENERAL PROVISIONS OF PROGRAMS OF TRAINING THROUGH NON-GOVERNMENT FACILITIES

SEC. 9. (a) The head of each department is authorized to enter into agreements or make other appropriate arrangements for the training of employees of such department by, in, or through non-Government facilities in accordance with this Act, without regard to section 3709 of the Revised Statutes (41 U. S. C. 5).

(b) The program or programs of each department for the training of employees by, in, and through non-Government facilities under authority of this Act shall—

(1) provide for information to be made available to employees of such department with respect to the selection and assignment of such employees for training by, in, and through non-Government facilities and the limitations and restrictions applicable to such training in accordance with this Act, and

(2) give appropriate consideration to the needs and requirements of such department in recruiting and retaining scientific, professional, technical, and administrative employees.

(c) Each department shall issue such regulations as the department deems necessary to implement the regulations of the Commission issued under section 6 (a) (8) in order to protect the Government with respect to payment and reimbursement of training expenses.

EXPENSES OF TRAINING THROUGH GOVERNMENT FACILITIES AND NON-GOVERNMENT FACILITIES

SEC. 10. The head of each department in accordance with regulations issued by the Commission under authority of section 6 (a) (8) is authorized, from funds appropriated or otherwise available to such department, (1) to pay all or any part of the salary, pay, or compensation (excluding overtime, holiday, and night differential pay) of each employee of such department who is selected and assigned for training by, in, or through Government facilities or non-Government facilities under authority of this Act, for each period of such training of such employee, and (2) to pay, or reimburse such employee for, the necessary expenses of such training, without regard to section 3648 of the Revised Statutes (31 U. S. C. 529), including among such expenses the necessary costs of (A) travel and per diem in lieu of subsistence in accordance with the Travel Expense Act of 1949, as amended, and the Standardized Government Travel Regulations, (B) transportation of immediate family, household goods and personal effects, packing, crating, temporary storage, drayage, and unpacking in accordance with the first section of the Administrative Expenses Act of 1946, as amended, and Executive Order Numbered 9805, as amended, whenever the estimated costs of such transportation and related services are less than the estimated aggregate per diem payments for the period of training, (C) tuition, (D) library and laboratory services, (E) purchase or rental of books, materials, and supplies, and (F) other services or facilities directly related to the training of such employee. Such expenses of training shall not be deemed to include membership fees except to the extent that such fees are a necessary cost directly related to the training itself or that payment thereof is a condition precedent to undergoing such training.

AGREEMENTS OF EMPLOYEES RECEIVING TRAINING THROUGH NON-GOVERNMENT FACILITIES TO CONTINUE IN GOVERNMENT SERVICE FOR CERTAIN PERIODS

SEC. 11. (a) Each employee who is selected for training by, in, or through a non-Government facility under authority of this Act shall, prior to his actual assignment for such training, enter into a written agreement with the Government to the effect that (1) after the expiration of the period of his training, he will continue in the service of his department for a period at least equal to three times the length of the period of such training unless he is involuntarily separated from the service of his department, and (2) if he is voluntarily separated from the service of his department prior to the expiration of the period for which he has agreed to continue in the service of his department after such period of training, he will pay to the Government the amount of the additional expenses incurred by the Government in connection with his training. No employee selected for such training shall be assigned thereto unless he has entered into such agreement.

(b) An employee who, by reason of his entrance into the service of another department or of any other agency in any branch of the Government, fails to continue, after his training, in the service of his department for the period specified

in such agreement, shall not be required to pay to the Government the amount of the additional expenses incurred by the Government in connection with his training unless the head of the department which has authorized such training notifies the employee prior to the effective date of his entrance into the service of such other department or agency that such payment will be required under authority of this section.

(c) If any employee (other than an employee relieved of liability under subsection (b) of this section or under subsection (b) of section 4) fails to fulfill his agreement to pay to the Government the additional expenses incurred by the Government in connection with his training, a sum equal to the amount of such additional expenses of training shall be recoverable by the Government from such employee or his estate (1) by setoff of accrued salary, pay, compensation, amount of retirement credit, or other amount due such employee from the Government and (2) by such other method as may be provided by law for the recovery of amounts owing to the Government. The head of the department concerned may, in accordance with regulations of the Commission, waive in whole or in part any right of recovery under this subsection, if it is shown that such recovery would be against equity and good conscience or against the public interest.

LIMITATIONS ON TRAINING OF EMPLOYEES THROUGH NON-GOVERNMENT FACILITIES

SEC. 12. (a) The training of employees by, in, and through non-Government facilities under authority of this Act shall be subject to the following provisions:

(1) The number of man-years of such training by, in, and through non-Government facilities for each department in any fiscal year shall not exceed 1 per centum of the total number of man-years of civilian employment for such department in the same fiscal year as disclosed by the budget estimates for such department for such year.

(2) No employee having less than one year of current, continuous civilian service in the Government shall be eligible for such training unless the head of his department determines, in accordance with regulations of the Commission, that such training for such employee is in the public interest.

(3) In the first ten-year period of his continuous or noncontinuous civilian service in the Government following the date of his initial entry into the civilian service of the Government, and in each ten-year period of such service occurring thereafter, the time spent by an employee in such training shall not exceed one year.

(4) The Commission is authorized, in its discretion, to prescribe such other limitations, in accordance with the provisions and purposes of this Act, with respect to the time which may be spent by an employee in such training, as the Commission deems appropriate.

(b) The Commission is authorized, in its discretion, to waive, with respect to any department or part thereof or any employee or employees therein, any or all of the restrictions covered by subsection (a) of this section, upon recommendation of the head of the department concerned, if the Commission determines that the application of any or all of such restrictions to any department or part thereof or employee or employees therein is contrary to the public interest. The Commission is further authorized, in its discretion, to reimpose in the public interest, with respect to any such department or part thereof, or any such employee or employees therein, any or all of the restrictions so waived.

PROHIBITION ON TRAINING THROUGH NON-GOVERNMENT FACILITIES FOR SOLE PURPOSE OF OBTAINING ACADEMIC DEGREES

SEC. 13. Nothing contained in this Act shall be construed to authorize the selection and assignment of any employee for training by, in, or through any non-Government facility under authority of this Act, or the payment or reimbursement by the Government of the costs of such training, either (1) for the purpose of providing an opportunity to such employee to obtain an academic degree in order to qualify for appointment to a particular position for which such academic degree is a basic requirement or (2) solely for the purpose of providing an opportunity to such employee to obtain one or more academic degrees.

PROHIBITION ON TRAINING THROUGH FACILITIES ADVOCATING OVERTHROW OF THE
GOVERNMENT BY FORCE OR VIOLENCE

SEC. 14. No part of any appropriation of, or of any funds available for expenditure by, any department shall be available for payment for the training of any employee by, in, or through any non-Government facility teaching or advocating the overthrow of the Government of the United States by force or violence, or by or through any individual with respect to whom determination has been made by a proper Government administrative or investigatory authority that, on the basis of information or evidence developed in investigations and procedures authorized by law or Executive orders of the President, there exists a reasonable doubt of his loyalty to the United States.

REVIEW BY COMMISSION OF PROGRAMS OF TRAINING THROUGH NON-GOVERNMENT
FACILITIES

SEC. 15. The Commission shall review, at such times and to such extent as it deems necessary, the operations, activities, and related transactions of each department in connection with the program or programs, and the plan or plans thereunder, of such department for the training of its employees by, in, and through non-Government facilities under authority of this Act in order to determine whether such operations, activities, and related transactions are in compliance with such programs and plans, with the provisions and purposes of this Act, and with the principles, standards, and related requirements contained in the regulations of the Commission prescribed thereunder. Upon request of the Commission, each department shall cooperate with and assist the Commission in such review. If the Commission finds that noncompliance exists, the Commission, after consultation with such department, shall have authority to order the modification or change of actions and procedures of such department thereafter in connection with such training programs and plans. The Commission shall certify to such department any action taken by the Commission under this section. The department shall take action in accordance with such certificate.

COLLECTION OF TRAINING INFORMATION BY COMMISSION

SEC. 16. The Commission is authorized, to the extent it deems appropriate in the public interest, to collect information, from time to time, with respect to training programs, plans, and methods in and outside the Government. Upon appropriate request, the Commission may make such information available to any agency in any branch of the Government.

ASSISTANCE BY COMMISSION WITH RESPECT TO TRAINING PROGRAMS

SEC. 17. Upon request of any department, the Commission, to the extent of its facilities and personnel available for such purpose, shall provide advice and assistance in the establishment, operation, and maintenance of the programs and plans of such department for training under authority of this Act.

REPORTS

SEC. 18. (a) Each department shall prepare and submit to the Commission, at such times and in such form as the Commission shall prescribe, reports on the programs and plans of such department for the training of employees by, in, and through Government facilities and non-Government facilities under authority of this Act. Each such report shall contain—

- (1) such information as the Commission deems appropriate with respect to the expenditures of such department in connection with such training,
- (2) a statement of the department with respect to the value of such training to the department,
- (3) estimates of the extent to which economics and improved operations have resulted from such training, and
- (4) such other information as the department or the Commission deems appropriate.

(b) The Commission shall submit to the President and to the Congress, at such times and in such form as shall be determined by the Commission with the approval of the President, reports with respect to the training of employees of the Government under authority of this Act. Each such report shall include—

- (1) a statement with respect to the operation and results of the programs and plans of the departments,

(2) a summary of information received by the Commission from the departments in accordance with subsection (a) of this section,

(3) a statement of the number of employees of the Government receiving training by, in, and through nongovernment facilities in the period covered by such report, and

(4) such recommendations and other matters as the President or the Commission may deem appropriate or which may be required by the Congress or an appropriate committee thereof.

TRANSITION FROM EXISTING GOVERNMENT TRAINING PROGRAMS

SEC. 19. In order to facilitate the transition from existing Government training programs and notwithstanding any provision of this Act to the contrary or the repeal or amendment of any provision of law thereby, the education, instruction, and training, either within or outside the Government, of employees of any department, under any program in effect immediately prior to the date of enactment of this Act, may be initiated, continued, and completed until the expiration of the day immediately preceding (1) the day on which such department shall have placed in effect, in accordance with section 7 of this Act, a program or programs of training or (2) the first day following the date of expiration of the period of two hundred and seventy days following enactment of this Act specified in such section 7, whichever day first occurs. All such education, instruction, and training initiated or uncompleted prior to the day specified in clause (1) or the day specified in clause (2) of this section, whichever day first occurs, may be continued and completed under such program on and after such day.

REPEAL AND AMENDMENT OF EXISTING EMPLOYEE TRAINING LAWS

SEC. 20. (a) The respective provisions of law specified in subsections (b) and (c) of this section are each repealed or amended, as the case may be, as provided in such subsections, each such repeal and amendment to be effective (1) on and after the day on which the department listed with respect to such provision of law shall have placed in effect, in accordance with section 7 of this Act, a program or programs of training or (2) on and after the first day following the date of expiration of the period of two hundred and seventy days following enactment of this Act specified in such section 7, whichever day first occurs.

(b) The following provisions of law with respect to the following departments are repealed and amended, effective in the manner provided in subsection (a) of this section:

(1) Atomic Energy Commission: Paragraph n of section 161 of the Atomic Energy Act of 1954 (68 Stat. 950; 42 U. S. C. 2201 (n)) is repealed. Paragraphs o, p, and q of such section 161 are redesignated as paragraphs n, o, and p, respectively, of such section.

(2) Central Intelligence Agency: Section 4 of the Central Intelligence Agency Act of 1949 (63 Stat. 208; 50 U. S. C. 403d) is repealed. Sections 5, 6, 7, 8, 9, 10, 11, and 12 of such Act are redesignated as sections 4, 5, 6, 7, 8, 9, 10, and 11, respectively, of such Act.

(3) Civil Aeronautics Administration, Department of Commerce: Section 307 (b) and (c) of the Civil Aeronautics Act of 1938 (64 Stat. 417; 49 U. S. C. 457 (b) and (c)) is repealed. Section 307 (a) of such Act is amended by striking out "(a)".

(4) Federal Maritime Board and the Maritime Administration, Department of Commerce: The last sentence in section 201 (e) of the Merchant Marine Act, 1936 (53 Stat. 1182; 46 U. S. C. 1111 (e)) is repealed.

(5) National Advisory Committee for Aeronautics: The Act entitled "An Act to promote the national defense and to contribute to more effective aeronautical research by authorizing professional personnel of the National Advisory Committee for Aeronautics to attend accredited graduate schools for research and study", approved April 11, 1950 (64 Stat. 43; 68 Stat. 78; 50 U. S. C. 160a-160f) is repealed.

(6) Bureau of Public Roads, Department of Commerce: Section 16 of the Defense Highway Act of 1941 (55 Stat. 770; 23 U. S. C. 116) is repealed. Sections 17 and 18 of such Act are redesignated as sections 16 and 17, respectively, of such Act.

(7) Veterans' Administration: Section 33 of the World War Veterans' Act, 1924 (44 Stat. 793, 38 U. S. C. 459), and section 13 (b) and (c) of the Act entitled "An Act to establish a Department of Medicine and Surgery in the Veterans' Administration", approved January 3, 1946 (59 Stat. 679;

64 Stat. 18; 38 U. S. C. 151 (b) and (c)), and that part of the first sentence of paragraph 9 of part VII of Veterans Regulation Numbered 1 (a) (57 Stat. 45; 38 U. S. C., ch. 12A) which follows the words "The Administrator shall have the power" and ends with a semicolon and the words "and also", are repealed.

(c) Section 803 of the Civil Aeronautics Act of 1938 (60 Stat. 945; 49 U. S. C. 603) is amended—

(1) by inserting "and" immediately following the semicolon at the end of clause (6) of such section,

(2) by striking out the semicolon at the end of clause (7) of such section, and

(3) by striking out "and (8) detail annually, within the limits of available appropriations made by Congress, members of the Weather Bureau personnel for training at Government expense, either at civilian institutions or otherwise, in advanced methods of meteorological science: *Provided*, That no such member shall lose his individual status or seniority rating in the Bureau merely by reason of absence due to such training".

EXISTING RIGHTS AND OBLIGATIONS

SEC. 21. Nothing contained in this Act shall affect (1) any contract, agreement, or arrangement entered into by the Government, either prior to the date of enactment of this Act or under authority of section 19, for the education, instruction, or training of personnel of the Government, and (2) the respective rights and liabilities (including seniority, status, pay, leave, and other rights of personnel of the Government) with respect to the Government in connection with any such education, instruction, and training or in connection with any such contract, agreement, or arrangement.

[S. 385, 85th Cong., 1st sess.]

AN ACT To authorize the training of Federal employees at public or private facilities, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the President of the United States may authorize the heads of Federal agencies to obtain training at non-Federal facilities for civilian officers and employees of their agencies, when they find that such training will be in the interests of the Government and not inconsistent with the interests of national security and will contribute to the more effective functioning of their agencies.

SEC. 2. For the purposes of this Act—

(a) The term "Federal agency" means (1) any department or independent establishment in the executive branch of the Government, including any Government-owned or controlled corporation subject to title I or title II of the Government Corporation Control Act (but not including any corporation under the supervision of the Farm Credit Administration of which corporation any member of the board of directors is elected or appointed by private interests), except the Central Intelligence Agency, the Federal Bureau of Investigation, the Atomic Energy Commission, the Tennessee Valley Authority, the Bureau of Medicine and Surgery of the Veterans' Administration, and the Foreign Service of the State Department, (2) the municipal government of the District of Columbia, (3) the Library of Congress, (4) the Government Printing Office, and (5) the General Accounting Office.

(b) The term "training" means the provision of opportunities to acquire skill or knowledge related to the work of the respective Federal agencies.

(c) The term "non-Federal facilities" includes State, county, local, or foreign governments, interstate or international organizations, or instrumentalities thereof; institutions of learning or individual instructors; laboratories; trade, labor, agricultural, or scientific associations; foundations; industrial or commercial organizations; or other appropriate organizations and facilities, foreign or domestic.

(d) The term "employee" means any officer or employee of a Federal agency, as defined above, except those subject to the Career Compensation Act of 1949, as amended.

SEC. 3. Training of employees of one Federal agency by another; loan of training facilities among Federal agencies; training activities on a joint basis among

Federal agencies; and training by Federal agencies of their own employees are also authorized.

SEC. 4. Appropriations or other funds available to Federal agencies for salaries or expenses shall be available for the purposes of this Act. Tuition, fees, and related training expenses may be paid to the training facility or to the trainee: *Provided*, That no part of any appropriation, or of the funds available for expenditure by any corporation, or other funds, shall be available to pay for training at any facility that teaches or advocates the overthrow of the Government of the United States by force or violence.

SEC. 5. No training in a non-Federal facility shall be provided under this Act for any employee unless such training is authorized by the head of the agency or by another official of such agency designated for that purpose by the head thereof.

SEC. 6. Regulations issued under authority of the President pursuant to this Act shall set forth the obligations to which employees who accept training in non-Federal facilities shall be required to agree, including an agreement in writing to remain in the Government service, unless voluntarily separated therefrom, for a period equal to three times the length of any period of time off with pay granted such employee without charge to annual leave for the purpose of such training. Any such trainee who fails to fulfill such obligations or agreement shall be required to reimburse the Government for whatever portion of the travel, subsistence, tuition, fees, and related training expenses the head of the agency concerned or official thereof designated under section 5 determines, in accordance with criteria established by such regulations, to be equitable.

SEC. 7. This Act shall become effective upon its passage. After ninety days from the date of its enactment, no training in non-Federal facilities shall be obtained for an employee by a Federal agency except as provided by this Act: *Provided, however*, That such training begun or specifically approved by the appropriate authorizing official prior to the enactment of this Act or within ninety days thereafter may be completed in accordance with the authorities upon which they were based, and without regard to the provisions of this Act.

SEC. 8. To the extent authorized by regulations of the President under the authority of this Act, contributions may be made by private sources and accepted by employees receiving training in non-Federal facilities without regard to the provisions of section 1914 of title 18 of the United States Code.

SEC. 9. All laws or parts of laws inconsistent with the provisions of this Act are hereby repealed to the extent of such inconsistency, and such repeal shall include but shall not be limited to the following laws and parts of laws:

(a) Section 307 (b) of the Civil Aeronautics Act of 1938, as amended by Public Law 670, Eighty-first Congress (64 Stat. 417).

(b) The last sentence of section 201 (e) of the Merchant Marine Act of 1936, as amended.

(c) Clause (8) of section 803 of the Civil Aeronautics Act of 1938, as amended by Public Law 691, Seventy-ninth Congress (60 Stat. 945). Clause (7) of the same section is amended by inserting the word "and" at the beginning, immediately following the number "(7)" and immediately preceding the word "promote", striking out the word "and" at the end following the semicolon, and changing the semicolon to a period.

(d) Section 16 of the Defense Highway Act of 1941 (55 Stat. 770), as amended.

(e) Public Law 472, Eighty-first Congress (64 Stat. 43), as amended.

(f) That part of section 33 of the World War Veterans' Act (44 Stat. 793) which follows the words "and may detail employees to attend the same"; and that part of the first sentence of section 9 of part VII, Veterans Regulation Numbered 1 (a), as amended by Public Law 16, Seventy-eighth Congress (57 Stat. 45), which reads "and may detail any such personnel to attend courses conducted by other than Veterans' Administration agencies, including private organizations, and such employees in addition to their salaries shall be entitled to the payment of expenses incident to such detail, including transportation and tuition, as the Administrator by rules and regulations shall provide".

SEC. 10. The head of each agency any employees of which are provided training in non-Federal facilities shall report annually to the Congress the name of each employee receiving such training during the period covered by the report, the length of his total service as an employee of the Government, the grade, title, and primary functions of his position and the length of his service in such position, the non-Federal facility at which his training was received, the nature, length, and cost of such training, and the relationship of the training to the employee's position.

Passed the Senate April 12, 1957.

Attest:

FELTON M. JOHNSTON, *Secretary*.

The CHAIRMAN. Mr. Rockefeller, you may proceed in your own way. If you have a prepared statement which you wish to file for the record and then just speak at will, it would be perfectly satisfactory.

Do you have a prepared statement?

Mr. ROCKEFELLER. I do, Mr. Chairman.

The CHAIRMAN. That will be inserted in the record at this point.

(The prepared statement is as follows:)

STATEMENT OF JOHN D. ROCKEFELLER 3D

Mr. Chairman and members of the committee, I appreciate your kind invitation to appear before the Committee on Post Office and Civil Service to discuss training legislation. Mr. Murray has suggested that I discuss with you my interest in S. 385 and H. R. 6001 and comment on the relation of these bills to the Rockefeller public-service awards.

All of us are aware of the increasing magnitude and importance of the responsibilities of the Federal Government in terms of national and international affairs. The burden of discharging these responsibilities rests upon the employees of the Government. It seems imperative that every effort be made to encourage competent civilians to enter the Federal service as a career and to stimulate the sustained interest, growth and development of those already in the service.

The purpose of the Rockefeller public-service awards has been to give special recognition for outstanding public service and to stimulate the growth and development of persons in the service by providing an opportunity for selected persons to better equip themselves to realize their full potentialities for the benefit of themselves and the Federal Government. About 10 of these awards have been made each year since 1952 to persons in responsible civilian positions whose performance has been distinguished by intellectual maturity, leadership, character, and competence, and who have indicated a sincere interest in public service as a career. Special consideration has been given to those who show particular promise of future usefulness to the Government. Grants under the awards have been sufficient to enable persons to spend a period of not less than 6 months nor more than 1 year in residence at any university of their selection in the United States or abroad—or in some comparable activity, such as educational travel. The awards have not carried any fixed amount of money but are calculated in each case to cover Federal compensation plus allowances for tuition, moving and such other reasonable expenses as may be incurred by the awardee to accomplish effectively the purposes of the award.

Since 1952, when the first awards were made, 68 outstanding Federal employees have been given the opportunity of augmenting their skills through additional education or through educational travel. Most of them have studied in the United States. Others have gone to distinguished universities abroad. Some have been concerned with public health. Others have explored complex scientific subjects. The story of the experiences of these men is inspiring. One cannot help but be impressed by the enthusiasm and the energy with which they have undertaken their work. There is every indication that the experience has been mutually beneficial to the Government and to the employees.

At the time the awards were established they were intended to achieve two basic purposes: The first was to publicly recognize outstanding performance by civil servants at a time when the morale of the civil service was very low. The second purpose was to ascertain by experiment whether this type of training would have value for senior civil servants to the end that if the experiment proved successful, a comprehensive training program might be adopted by the Federal Government. To some extent the first objective has been achieved. Each year has seen an increase in the recognition which is being accorded to civil servants and this has culminated in the Presidential citation which is being given this year for the first time.

With respect to the second objective, it seems clear that the importance of training of this character has been established, yet our total objective has not been achieved since there has been no legislation of consequence in this field since the awards were first established. We feel strongly that such legislation should be adopted by Congress.

Increasingly the responsibilities of the Federal Government have become more and more complex. The complexities of the world around us have also increased. We are not making available to our Federal employees the information and the training necessary to make informed judgments on many of the complicated issues

with which our Government is currently faced. Yet we are dependent upon alert, informed, resourceful and objective guidance from our civil servants.

The concept of additional training and experience for the man advanced in his career is not unique. The tradition of the sabbatical year in the field of education is now well established. In industry there is a growing recognition that men in middle life can benefit enormously from the stimulus of an educational environment. Each year hundreds of competent industrial employees in their thirties and forties are spending several months in our great educational institutions. At the hearings in the Senate on the Clark bill a Bell Telephone Co. representative spoke of the program which that company has developed with the University of Pennsylvania for its higher executives. This is not regarded as a vacation. It is regarded as an investment by the company which will be stimulating and ultimately beneficial to the employee and to the company.

The record in our Government in this field has been a spotty one. The Armed Forces have made liberal use of university facilities and professional schools for many years as a part of their career-development programs. The Foreign Service and a few other agencies have done likewise to a limited extent. However, there are many departments which cannot, under current law, authorize their employees even to attend educational conferences where the expenses are paid by the educational institutions.

The purpose of my appearance before you today is to urge that your committee act favorably on this important subject at this session of Congress to the end that legislation may be possible this year.

There are two bills pending before the House—S. 385 which was passed by the Senate last year, and H. R. 6001 which has been pending in the House since the early days of the current session. It is my understanding that these two bills are substantially the same but that there is a difference between them as to how a training program should be administered within the structure of the Federal Government. Obviously, it is not appropriate for me to pass judgment on this phase of the problem. It is my hope, however, that this administrative matter will not be allowed to stand in the way of your committee's recommending an appropriate bill to the House of Representatives for its early consideration so that there will be time in the session for any differences in mechanics to be resolved before Congress adjourns.

One of the principal reasons we established the Rockefeller public-service awards was to ascertain whether this type of training would be beneficial to the Federal service. On the basis of our limited test we are convinced that it is. We believe that the idea embodied in these awards should be developed on an agencywide basis and as a part of the career development of our more outstanding civil servants. Obviously such an increase in the scope of the effort should be developed and supported by the Government. It is my firm conviction that the Government would benefit greatly by adopting such a program throughout the structure of the Federal service for the purpose of broadening the horizons and increasing the competence of those who have already shown a desire to improve themselves and thus to improve the performance of the Government of the United States at home and abroad.

The CHAIRMAN. Now you may proceed just as you desire.

**STATEMENT OF JOHN D. ROCKEFELLER 3D, ACCOMPANIED BY
PROF. ARTHUR MAASS, SECRETARY OF THE GRADUATE SCHOOL
OF PUBLIC ADMINISTRATION, HARVARD UNIVERSITY; PROF.
ROBERT VAN DE VELDE, ASSISTANT DIRECTOR, WOODROW
WILSON SCHOOL OF PUBLIC AND INTERNATIONAL AFFAIRS,
PRINCETON UNIVERSITY; AND DONALD H. McLEAN, JR., ASSO-
CIATE OF MR. ROCKEFELLER**

Mr. ROCKEFELLER. Mr. Chairman and members of the committee, I appreciate very much this opportunity to meet with you to express my interest in these two bills that you have referred to and to comment on their relationship to the Rockefeller public-service awards. I thought if I might I would say a word first as to the background of the public service awards.

During the war I was here in Washington, and my duties were such that I came into contact with many Government employees in different departments. Since the war, it has been my good fortune to travel quite extensively in other parts of the world. On those trips I have run into Government representatives—State Department, ICA, USIA, and other fields—and I have been tremendously impressed with the quality and the ability and effectiveness of these Government employees as I have had this opportunity to meet them.

A number of years ago, as you remember, there was considerable criticism of our Government servants, and there were at times charges made against them. It was at that time that this idea of the Rockefeller public service awards came to the fore, and that was a factor in our mind.

It seemed to me that for a representative of the public, on behalf of the public, to have a chance to publicly express thanks to the Federal employees for the job that they were doing for all of us was something that was desirable and important. So, in establishing these awards, that, from my point of view, was one of the principal factors, to express appreciation on behalf of the public to these employees for what they were doing. The other factor was the so-called training feature of the awards.

We hear often today people speak about living memorials. Our thought was that this would be a living award, not as sometimes awards are, a cash payment which is handed over and the matter is completed, but a kind of award that would have continuing value in the individual's life, something that would be appreciated and at the same time make the individual a more valuable employee of the Government and help him in his Government service.

So the two thoughts we had in mind primarily were the expression of thanks and the training feature. It was on that basis that 6 or 7 years ago we got in touch with Princeton University and established the awards on an experimental basis. The thought was to have them for a limited period to see how they worked out and what value they had. If they were successful, we felt that they could be of basic value to the Government in its relationship to its employees generally.

Now a word as to the result of the Princeton program, the Rockefeller public-service awards.

This year is the sixth year of the awards. The sixth group was selected earlier this year. The total number during this period is 68, and those 68 were drawn from 22 different departments and branches of the Federal Government.

The CHAIRMAN. How are they selected from the different departments and agencies of the Government?

Mr. ROCKEFELLER. They are nominated by the different agencies and departments of the Government. A number of names are suggested by each division of the Government, and a special committee of the Princeton board of trustees has the final decision in the selection. So the responsibility is theirs.

The agency response to the awards has been very gratifying. Not only have they released the employees, but they have agreed to take them back at the end of the period; and often, when they are taken back, they are promoted to a higher position.

In addition, it has been interesting to note that the agencies and departments have sometimes established their own recognition pro-

grams. Of course, the best known program of that type was the recent Presidential citation which was established, I believe, this year for the first time.

These awards, as I have indicated earlier, are not just a year off, not just a vacation, but the employees of the Government who have received them have looked at them as an opportunity, an opportunity primarily to study, to increase their usefulness and effectiveness for the Government.

The CHAIRMAN. What is the length of training? Just 1 year?

Mr. ROCKEFELLER. It is from 6 to 12 months, depending on the situation. It is a flexible arrangement.

And the individuals have the right to select how they will spend that period. They generally pick some institution, often abroad, for further study and development of their own background in relation to their work.

All expenses are paid by the award, so that there is no burden on the institution, the way it stands, or on the individual.

It has been tremendously gratifying to me, the letters that I have received from award winners as to their satisfaction in having received the award.

The CHAIRMAN. How many Federal employees are under the awards program at the present time?

Mr. ROCKEFELLER. Nine; selected for this year.

The CHAIRMAN. Are they all at Princeton University?

Mr. ROCKEFELLER. Oh, no. It is entirely up to them to decide where they will go.

The CHAIRMAN. What other colleges besides Princeton participate in the awards program?

Mr. ROCKEFELLER. Professor van de Velde can list them better than I can.

Mr. VAN DE VELDE. Mr. Chairman, any college that will accept these people. As part of their award application, they make a statement of the study project that they want to undertake. I cannot give you the number offhand, but it has covered pretty nearly any college you might want to mention in this country, and a great many of the big universities abroad. So if the man is acceptable to the university, the award program itself does not restrict him; he can go wherever he wants.

Does that answer your question?

The CHAIRMAN. Yes.

You say all expenses are paid. What does that cover besides, of course, the tuition?

Mr. ROCKEFELLER. Salary, tuition, travel, living expenses, often expenses for the family if they wish to take the family with them because of the length of the stay.

The CHAIRMAN. And the employee is reimbursed for the amount of the salary that he would have received if he were still on the job?

Mr. ROCKEFELLER. That is right. He is given a leave of absence from his Government position without salary, and the salary is picked up by the awards program.

Mr. REES. Would you expand your statement a little with respect to the colleges, at the present time, where these students are attending? Not name them all, but just tell us in general.

Mr. ROCKEFELLER. Could you list them?

Mr. VAN DE VELDE. This year's winners, as I recall: 1 of them is going to the London School of Economics; another 1, to Cambridge in England; 1 to Princeton, I am glad to say—who, by the way, is the first one that has ever come to Princeton; 1 is studying at MIT. I cannot remember any others without going into the records, but I can get that for you if you would like, sir. I can give you a list of all the 68, if you would like.

Mr. REES. It would be rather interesting to see how they have been distributed. I am sure there are some in California among them.

Mr. VAN DE VELDE. I do not know that there are this year. There have been. I do not think there are among the nine winners this year.

Mr. ROCKEFELLER. Princeton has been slightly sensitive on this subject.

The CHAIRMAN. How many have received training, all together, during the last 6 or 7 years?

Mr. ROCKEFELLER. Sixty-eight.

And it is interesting to know that those 68 were selected from 1,800 applicants.

The CHAIRMAN. All Federal employees?

Mr. ROCKEFELLER. All Federal employees, yes; whose names were submitted by their departments. Each year each department submits several names from which to choose people that they would recommend as award winners.

Mr. WAINWRIGHT. Mr. Chairman, I think the committee would be interested to know that there are certain departments such as the Defense Department and its subordinates, the Army, Navy, and so on, that apparently have not participated in this program because they have their own educational setup where they train their personnel in a somewhat similar fashion.

Mr. ROCKEFELLER. No; I think they have participated.

Mr. WAINWRIGHT. They have?

Mr. ROCKEFELLER. Yes; sometimes carrying the salary themselves, where they have the flexibility on payment of salary because of special legislation in their cases.

Mr. WAINWRIGHT. Mr. Belen has just said that the military have special authorization under the appropriations act for them, and apparently that is the only department in which this situation exists.

Mr. JOHANSEN. Mr. Chairman, a point of interest.

The CHAIRMAN. Mr. Johansen.

Mr. JOHANSEN. Can you generalize in any way as to the level of the personnel selected? I mean by that the level of rank or position within their own department or agency.

Mr. ROCKEFELLER. It has been the middle group, men that have been in their departments long enough to have proven their ability and their value, but not men that are close to retirement.

Mr. JOHANSEN. And not necessarily men who are in the top echelon.

Mr. ROCKEFELLER. That is right. Men that offer real promise, even though they may not be as prominent as other, older men in the department.

Mr. JOHANSEN. Thank you.

The CHAIRMAN. Are all the trainees in this program already college graduates?

Mr. VAN DE VELDE. We have made a study of what colleges they had gone to, Mr. Chairman, and of the 68, I think, if I remember

correctly, only 1 had never been to any college. Two, I think, including that one, had not graduated from an undergraduate college. All the others had been to college, and more than half of them had done some graduate work of some length, varying lengths.

We were interested in the colleges represented because of our own interest in the program. They came from 47 different colleges, undergraduate colleges; and the graduate colleges which had been attended also numbered 47, although they were a different mixture.

Mr. ROCKEFELLER. We have not made this a requirement, but as Mr. van de Velde says, it has worked out in practically all cases that they have been college graduates.

Mr. BECKWORTH. Mr. Chairman?

The CHAIRMAN. Mr. Beckworth.

Mr. BECKWORTH. Would it be in order to ask that all of the colleges be named for the record, the 47 and 47?

Mr. VAN DE VELDE. I can supply that.

Mr. BECKWORTH. I am talking about when you have time to do it; not now.

The CHAIRMAN. You can supply that for the record later on?

Mr. ROCKEFELLER. The list of the colleges that they have attended under the awards, and their previous colleges?

Mr. BECKWORTH. That is right; all of them.

The CHAIRMAN. And also the names of the colleges that participated in the awards program.

Mr. ROCKEFELLER. Yes.

(The material requested follows:)

ROCKEFELLER PUBLIC-SERVICE AWARDS, PRINCETON UNIVERSITY, PRINCETON, N. J.

In compliance with requests of various members of the Committee on Post Office and Civil Service, House of Representatives, the following information on the Rockefeller public-service awards program is submitted.

Undergraduate colleges attended by the award winners prior to the award¹

Chicago	Mississippi State
Princeton	Oberlin
Cornell	Ohio State
Michigan	Ohio University
City College of New York	Penn State
Duke	Pomona
George Washington	Purdue
Harvard	Reed College
New York University	Rensselaer Polytechnic
Rutgers	Southwest Missouri
Swarthmore	Stanford
Washington	Denver
Wisconsin	University of Geneva
Yale	Illinois
Antioch	University of Oslo
Boston College	San Francisco
Brooklyn College	Southern California
Bryn Mawr	University of Torino
Burlington Junior College	Vienna Technische Hochschule
Clarkson	Virginia Polytechnic
Colorado Agricultural and Mechanical	Washington and Lee
Concordia	Wayne
Emory	Webb Institute
Menlo Junior College	

¹ 5 winners attended the University of Chicago and Princeton University as undergraduates. Decreasing numbers attended the colleges in the remainder of the list. Therefore the list is not in strictly alphabetical order.

Graduate schools attended by the award winners prior to the award^{2 3}

Harvard	Iowa State
Columbia	Istituto Italiano
Chicago	Lafayette
Yale	Massachusetts Institute of Technology
New York University	Mississippi State
American University	North Carolina State
Ohio State	Oxford University
California	Penn State
Michigan	Purdue
Washington	Radcliffe
George Washington	Stanford
Johns Hopkins	Studi Storici
Princeton	Syracuse
Rutgers	Università per Stranieri
Illinois	University of London
North Carolina	Minnesota
Pennsylvania	University of Naples
Boston Teachers College	University of Oslo
Brooklyn Law School	Pittsburgh
Case Institute	Southern California
Colorado Agricultural and Mechanical	Virginia
Cornell	Wisconsin
Duke	Wayne
Emory	

Mr. HEMPHILL. Mr. Chairman?

The CHAIRMAN. Mr. Hemphill.

Mr. HEMPHILL. Do you have a particular age limit? I see you say here in your statement at one point:

in their thirties and forties [they] are spending several months in our great educational institutions.

Do you have some age limitation?

Mr. ROCKEFELLER. The rough range has been 35 to 50, feeling that 35 was enough to show what the individual could do, his competency, his ability, and that 50 might be a good top age for working purposes. But it is not an inflexible rule.

Mr. LESINSKI. Mr. Chairman?

The CHAIRMAN. Mr. Lesinski.

Mr. LESINSKI. At this point, Mr. Rockefeller, this question might sound a little facetious, but I have a definite reason for asking it.

The people that you have picked, you say, included 1 who did not go to college, and 1 who did not graduate. Of the 66 people that were left that did finish college, how did they receive their basic tuition? How did they manage to go to college? Did they have to earn their way, or was it given to them?

Mr. ROCKEFELLER. You mean their tuition initially or under the program?

Mr. LESINSKI. Their initial tuition.

Mr. ROCKEFELLER. As an undergraduate?

Mr. LESINSKI. Right.

Mr. ROCKEFELLER. Can you answer that?

Mr. VAN DE VELDE. No, sir.

From the application forms, that would not show up. Actually, the colleges that they attended are on the application form because one

² 15 winners attended Harvard Graduate School, 10 Columbia's Graduate School, 6 Chicago, and a decreasing number the schools indicated in the rest of the list. Therefore this list also is not in alphabetical order.

³ Some winners attended more than 1. For instance a master's degree might have been obtained at 1 place and a doctor's degree at another.

of many questions is the educational background. But it is not one of the primary considerations of the selection committee in making the selection.

I think perhaps it is natural that men with college training may rise to positions of more responsibility than those who do not have it, generally speaking, and that therefore there tend to be more college people among the group nominated by their agencies. But as far as the selection committee is concerned, a college background as such is not one of the requirements.

Mr. LESINSKI. That was not the reason for my question. The primary reason for my question was the fact that to me, education on a silver platter is of little value to the individual. He must put his full heart and soul into it. If a fellow has had to work hard to get ahead, he is apt to get more out of it. But if you give it to him on a silver platter, actually he has no initiative to achieve.

Mr. VAN DE VELDE. I do not have that information.

Mr. ROCKEFELLER. I think our experience indicates that a man in later life appreciates education of this character more than the undergraduate. And I think your silver-platter thought applies more to the undergraduates.

The CHAIRMAN. How many awards do you make each year? Is there any limitation on the number of Government employees selected for this training program?

Mr. ROCKEFELLER. There is no official limitation. It has ranged from 9 to 16, I believe, depending on the caliber of those who presented themselves and the financial demands of each application.

Shall I continue?

The CHAIRMAN. Yes, sir.

Mr. ROCKEFELLER. I just wanted to mention, Mr. Chairman, a word about the caliber of the awardees, because obviously that is a tremendously important factor in the success of the program.

Earlier this year I happened to be in India, and I was going on to Nepal. I had never been there before, and I made inquiries as to whom I should meet and what I should do, and everybody said I should meet Mr. Paul Rose. They said he was a very able man, a very informed man, who was doing a key job as the ICA director in Nepal, and that he would be a pleasure to know.

So when I went to Nepal, we met Mr. Paul Rose. I had forgotten it, but I found he was one of our award winners. I was tremendously impressed with him and happy at the opportunity of seeing him on the job, to see him in his working setting there and the quality of himself and the work that he was doing.

I think the agencies would without reservation testify to the caliber of the people who have been selected for this program. It is tremendously gratifying.

As I have said, our thought in setting up the program was partly as a demonstration. It has now run for 6 years, and I think it is a wise, sound time to review its usefulness. I think what the Government feels about it is as important as what Princeton and the rest of us think about it.

Mr. WAINWRIGHT. Mr. Rockefeller, has private industry done anything like this? Have they sent personnel off on what amounts to sabbaticals for additional training?

Mr. ROCKEFELLER. It is increasingly done by private industry. It is becoming a more important factor in their training of their more experienced and better personnel. It is a very interesting evolution, I think.

The CHAIRMAN. You say the training program lasts from 6 months to 12 months, depending upon the type of training, is that it, or the type of course?

Mr. ROCKEFELLER. It depends on the kind of need that the individual senses. If it is a fellow in the scientific field, he may feel he needs a longer period of study and training than somebody in another field. But we have left it to them to initiate the type of study and work that they would do, and we have worked with them in trying to develop a program that would give them the satisfaction and return that they were seeking.

Mr. REES. Would you suggest that a good share of the students now are from scientific fields?

Mr. ROCKEFELLER. I think that is right to say, yes. About half, Professor van de Velde says. Because that is, of course, a field that is moving so rapidly that the employees sense the need for time out.

Mr. REES. Yes.

Mr. JOHANSEN. Could you cite just a few examples of the other nonscientific fields that are represented by the awardees over this period?

Mr. ROCKEFELLER. Could you do that?

Mr. VAN DE VELDE. I can list you this year's winners, which I think would probably be a fair sample.

We have from the Department of Commerce a scientist concerned with mathematics; from the State Department, a political reporting officer, whose interest is political science; from the Air Force a weather forecaster, who is a scientist; from the National Security Council another political scientist, the chief of the staff of the National Security Council; from the Bureau of the Budget, a labor statistician; from Commerce again, also from the Bureau of Standards, another statistician; from the NACA, a scientist in aeronautical engineering; Mr. Rose, whom Mr. Rockefeller just mentioned, has an educational background in agricultural economics but is now concerned with political and economic problems overseas; and from the Interior Department, a geologist who is concerned with ground water problems in the New York area.

So I think that it is about half, even in this one little sample.

Mr. JOHANSEN. Your reference to the labor statistician prompts me to remark that there have been some discussions in this committee from time to time as to whether they were either scientists or their output scientific.

Mr. PORTER. Mr. Chairman?

The CHAIRMAN. Mr. Porter.

Mr. PORTER. I am very glad to hear Mr. Rockefeller's testimony, and I certainly strongly support this legislation, myself.

On page 2 of your statement, Mr. Rockefeller, you state that these awards were established to achieve two basic purposes: First, to publicly recognize outstanding performances by civil servants at a time when the morale of the civil service was very low; and, second, to ascertain by experiment whether this type of training would have value for senior civil servants.

I am convinced of that myself, but I wonder if you would comment on what might be an objection to your choosing 68 out of 1,800. Presumably, these 68 were pretty well screened by the time you got them. It is my impression that there are many people, senior civil servants, and not too senior ones, who could profit by this kind of training, but the objection occurs to me that your 68 must have been rather good people, and therefore not representative in the sense that they would respond in the same fashion as the average, say, who would be included in an intraining program the Government would set up.

Mr. ROCKEFELLER. Actually, of course, all the 1,800 were pretty well screened before they came to Princeton. So it was screening within screening.

I think your point is one that we should weigh heavily, and that is why we would not make our recommendations solely on these 68. I was going to mention later the experience of universities, the experience within industry, and the experience within other Government departments along this very same line.

I think the Princeton public-service awards are one indication among several as to the importance of this kind of program. Our people were highly selected, but I think they are fairly typical of the better group within the Government.

Mr. PORTER. I agree with you that such evidence exists, and I did not realize I was anticipating your further testimony. I guess we interrupted you before you had completed.

The CHAIRMAN. Is your awards program solely for Federal employees?

Mr. ROCKEFELLER. Solely for Federal civilian employees; yes.

The CHAIRMAN. That is what I mean.

You have another program your family operates, of student training, do you not?

Mr. ROCKEFELLER. The Rockefeller Foundation for 40 years has had a fellowship program.

The CHAIRMAN. That is right.

Mr. ROCKEFELLER. That is at a much younger level, however.

The CHAIRMAN. It is postgraduate; is it not?

Mr. ROCKEFELLER. It is postgraduate; but it is in the academic world, and that, I think, fills somewhat of a different purpose and need than what we are discussing.

I was just mentioning that we had looked upon this program as a demonstration. We were happy as to the results. We felt that it was another evidence of the value of this kind of training. Our concern has been, my concern, that so few are selected; 68 out of 1,800 qualified people is a very small proportion, and it is primarily because of this fact that I have become increasingly interested in the two bills before your committee. I would just like to say briefly a few words about those before I terminate.

As one who has had contact with Government and Government employees, I have increasingly appreciated the load that is on Government, and hence the load on the employees of Government, the importance of the load, the magnitude of the load. Obviously, the effectiveness of carrying out these responsibilities depends on the quality and the ability of the employees. Hence, it is imperative that in Government service we attract the best people, and that we hold

them, and that we are in a position to stimulate their growth and keep them up to date in connection with the complexities of the responsibilities that are theirs.

As we have just been saying, the concept of training after entering service is increasingly accepted. We mentioned the universities; the sabbatical year at the university is a very established fact. It is not just a vacation. It is a period for study and for refreshment, for thinking, and is very important in the total university picture.

In response to your question, Mr. Wainwright, we mentioned industry. It has been amazing the way that the advance training for younger executives has taken hold. One hears increasingly of universities working with groups from industry. And of course, in Government, as we said, the Armed Forces have had this program for a long time, and it has been, I believe, a most satisfactory program for them, and very important in the development of their personnel. Other branches of the Government, like the State Department, I believe, have it in a more limited degree.

So to me, the two bills before you fill a very important gap in our total Government civil-service program, the training end of the civil-service development. If a bill of the character of these two should be passed, it would give all the agencies of the Government and departments the same advantages that are now held by a few. We just hope that the public service awards will be another factor in the Government's reaching a decision on this important point.

I realize that your committee has been considering this question for some time, and I hope very sincerely that you will feel that you can report favorably a bill that incorporates the essential elements that are now before you.

I understand the two bills are substantially the same, that the main difference is the matter of administration. It would seem to me that if the basic principle is sound, the overriding objective, the matter of the administration is relatively less important and could be resolved on a basis that would be mutually satisfactory.

It has been brought to my attention that the time is relatively short in this session, that if the House passes a bill of this character, then there is a matter of getting together with the Senate and working out a reconciliation between the bills, and this does take time.

So the main point I wanted to make this morning to you was just to express my own firm conviction as to the benefits that the Government would realize by adopting such a program throughout the structure of the Government. I think it would be a major step forward in strengthening our civilian employees who do carry such a heavy load and such an important load in our total Government picture.

With me, as the chairman said, are Professor van de Velde of Princeton and Professor Maass of Harvard, and they would be glad, like myself, to answer any further questions. Professor van de Velde has handled the program at Princeton as the chief officer, and Professor Maass at Harvard has, through his work, been in contact with many students who have come from Government service under the limited existing programs. We asked him to join us this morning, thinking you might have questions of that character in regard to which he could be helpful.

But I do want to express my appreciation for the opportunity of meeting with you this morning, Mr. Chairman.

The CHAIRMAN. Mr. Beckworth, did you have a question of Mr. Rockefeller?

Mr. BECKWORTH. Mr. Rockefeller, not everybody in the Government is in the same situation financially. You are aware of that fact. There are some people who work for the Government that are not broke, by any means, either because their wives are rich or because they themselves have been fortunate.

In the past, as you have undertaken to choose these people, or as efforts have been made to choose them, to what extent do you inquire as to the need of that person or his inability to go to school unless he had this opportunity which you give him?

Mr. ROCKEFELLER. Could you answer that?

Mr. VAN DE VELDE. None, Mr. Beckworth. The study program that the man submits as a part of his application indicates his estimate of what it would cost. No question is asked him as to whether he can afford part of it or all of it. And he does state his Government salary. That is the only indication we have of his monetary standing.

Mr. BECKWORTH. Do you think you should ask him whether or not he might be capable of doing something on his own, so that, in turn, if there were a person that could not do anything on his own, you might give him the first chance at it, provided the two were equal according to their records and abilities?

Mr. VAN DE VELDE. All of us connected with the program, from Mr. Rockefeller on down, I believe, have wished it could be a broader program, that it could be more than nine people, say. I very much think from my own point of view—and I cannot speak for Mr. Rockefeller on this—that it would perhaps be a mistake to inquire into a man's own ability; that then you interject an element that is not a recognition for able service and a pat on the back for the future.

Mr. BECKWORTH. You sincerely believe that the question of financial ability should have nothing whatsoever to do with it?

Mr. ROCKEFELLER. I think for this program, for the awards program.

Mr. BECKWORTH. I have been checking a little with the National Science Foundation and also with the Fulbright program, and I have asked a question similar to what I have just asked here. I have not been able to get much satisfaction as to whether the question of need has anything to do with it there.

I believe it is a pretty important thing, if education and enlightenment and knowledge are as important as we believe them to be at this time.

Mr. ROCKEFELLER. You are thinking really like in a scholarship program at a college, which is geared first to ability and second to need, whether that element should be brought into it.

Mr. BECKWORTH. Not exactly. For example, there are many, many people who come to work for the Government here that, while working for the Government, go to school, even to the point of getting most of their education that way. Some do not go to school, no doubt, because they are not financially able to go, perhaps occasioned by family responsibilities back home or family responsibilities which they have here.

It occurs to me that as awards are being passed out and you are examining records, it might be a good idea to check whether or not that mind that shows up to be brilliant, if it does not have this opportunity, would ever be developed as far as schooling is concerned.

I see nothing wrong with that particular inquiry, and I am not convinced that there is anything wrong with it.

Mr. ROCKEFELLER. If the award were a fixed amount, then I think the point that you have made would be more valid. But the award varies from \$4,000 or \$5,000 to, say, \$16,000.

Mr. BECKWORTH. Now, Mr. Rockefeller, do you have any objection to somewhere along the line inquiring into the financial ability of the persons who go to school? If he is interested enough in schooling, he probably would go, if he is able to go financially.

Mr. ROCKEFELLER. I think it is a question we might well take up with our selection committee.

Mr. BECKWORTH. I hope you will, and emphasize it.

Mr. ROCKEFELLER. Because for some reason it has not come up, and I think they would be glad to consider it. It would make the same amount of money go that much further.

Mr. BECKWORTH. Exactly, and have the effect of increasing the number of people who have what might be termed "extraordinary qualifications to do things."

Mr. ROCKEFELLER. Without sacrifice to the program.

Mr. BECKWORTH. That is right.

The CHAIRMAN. Mr. Robeson?

Mr. ROBESON. First, Mr. Rockefeller, I am very happy to be present, and I am interested, and I think you are making a great contribution to the committee by explaining what you are doing.

I happen to have been with a corporation in industry, and I am interested in this question now. We have had scholarships in companies, but we have never involved the financial status of any of these people in the selection of them. We carried it on just as you do, apparently, selection by other criteria.

I would be a little bit careful about injecting into this that factor in your decision, because the basis of selection is primarily other criteria which are factors that determine eligibility.

That is just my own thinking on it, and I had something to do with selection for a good many years.

Mr. ROCKEFELLER. As I understood Mr. Beckworth's point, however, it was not to rule out people if they could pay, but it was a question of the amount of support that you might give them.

Mr. ROBESON. You would in effect invite them to be a contributor to the carrying on of the project, by paying their way.

Mr. ROCKEFELLER. Yes.

Mr. ROBESON. Then you would get into the field of public contribution to it. You would get into a wide range of procedure, I think.

I just know that was considered, various kinds of support from the company in the scholarship arrangement. But we made it the same for all who were selected, regardless of any other factor, the same as you have done.

I think your criteria are sound.

Mr. ROCKEFELLER. Thank you.

The CHAIRMAN. Mr. Rees.

Mr. REES. I would like to ask a question, but I just want to say that we appreciate your being here this morning, appreciate your testimony, and we are glad to know that you are in support of this proposed legislation.

Our time is limited, Mr. Chairman, so if you want to, you may divide the time among the others. I will desist.

The CHAIRMAN. You just go right ahead.

Mr. REES. Let the others take some time, and we will go on.

The CHAIRMAN. That is all right.

Mr. LESINSKI. Mr. Chairman?

The CHAIRMAN. Mr. Lesinski.

Mr. LESINSKI. I will be very brief.

Mr. Rockefeller, your program today is to pick out the brilliant cut diamonds, to give them a pat on the back for the work they have done. Is that correct? That is the basic purpose?

Mr. ROCKEFELLER. Plus an opportunity to improve themselves.

Mr. LESINSKI. That is right.

What Mr. Beekworth brought up is the so-called uncut diamond or diamond in the rough that might become a brilliant diamond if he was worked on. I think that is something we are lacking today, sufficient opportunity for these uncut diamonds that have not been properly developed, and that does not go along with your program. But it is something that we here on this committee should think about. That is about the sense of it.

Mr. ROCKEFELLER. As you consider the broader legislation.

Mr. LESINSKI. That is right.

Thank you, Mr. Rockefeller.

The CHAIRMAN. Mr. Porter.

Mr. PORTER. Mr. Rockefeller, I certainly agree with you in terms of your testimony that the responsibilities of the Federal Government are more complex as the complexities of the world around us are increased. Then you go on to say:

We are not making available to our Federal employees the information and the training necessary to make informed judgments on many of the complicated issues with which our Government is currently faced.

And I recognize, as you do, that to get this bill passed in this session, we are going to have to have a sense of urgency about it. I am wondering if you or some of your associates could give us some concrete examples in terms of where we have lost good people to the Government who have become somewhat disheartened because they have not been able to get the training they want and need, and perhaps where the Government has not had the type of people it needed because of lack of training programs.

If there are such examples, I think they would be very pertinent here in terms of instilling in us a sense of urgency.

Mr. ROCKEFELLER. Let me say first that I am not sure if we could list the ones that we have lost. But I think, on the reverse side, from the contacts we have had with award winners, and also from the letters we have received from them, they have indicated this was a very encouraging factor to them in their continuation in their Government careers, that it has been a real factor.

Mr. VAN DE VELDE. I can amplify a little Mr. Rockefeller's reverse idea.

We have had statements not only from award winners, as he indicates, but also from personnel people in the agencies. In the NACA, for instance, a man told us last year he thought that this program—and they have had, I think, 6 winners, roughly 1 a year—as little as it is, compared to the size of their agency, had done more to retain in their ranks qualified and able scientists for whom industry and the

academic world were clamoring than anything that had happened to them.

A man from the Department of Agriculture told us that he thought that this program—again, as small as it was, compared to that huge agency; and they also, I think, have had six winners—had done more to stimulate top level consideration of executive development than any program that they had ever encountered before.

This is the type of thing which, of course, is very heartening to us. But also, it indicates very strongly to us that an enlarged Government-sponsored training program would go a great deal further in this direction.

Mr. PORTER. I have 1 or 2 questions.

Are you aware of any particular opposition to this program? And if so, what is it?

Mr. ROCKEFELLER. I am not.

Mr. VAN DE VELDE. The only opposition that we have seen is not really opposition. One department indicated that their people were so highly qualified and so keyed to their jobs, the ones that would be qualified for this program, and their jobs were so pressing all the time, that they could not afford the time to go away 6 or 9 months, or an academic year, and that therefore their own people had been reluctant to apply for fear that when they came back, knowing their job was important, it would have been filled and that they might not get it when they came back.

In the early days of the program, we did have a couple of cases where people came back and their jobs no longer existed, or else someone else was in it. Now, in the last few years, one of the requirements on the application is that the agency stipulates that the man, if made a winner, will be rehired in his position or no less a position.

Mr. PORTER. My other question is this:

Is it not your opinion that most of the people in Government service are not in it for the money they get out of it, and that they want to do a good job, and this kind of training would enable them to do a good job, and therefore it is important that it be provided so that they will say and do the best job?

Mr. VAN DE VELDE. I heartily agree. And, as all of us know, not only the sciences change through the years. You get an able mathematician graduated from school, say, in 1933; well, things change in that time in mathematics, and they also change in management and in the political and social world things change. These people need a chance to recharge their thinking machines.

Mr. PORTER. Thank you very much.

The CHAIRMAN. Mr. Rees, do you want to ask a question now?

Mr. REES. No; I do not.

I might make this suggestion, that if it would seem to become necessary, this committee might call on Mr. Rockefeller or any of his associates again.

You would be available to return, I am sure?

Mr. ROCKEFELLER. We would be happy to come.

Mr. REES. And I should have stated, in making my former statement, that we appreciate your associates' coming here this morning, too. I wish we had time to hear from all of them, but again, I will withdraw any further statements in favor of other colleagues, because of our appointment in about 15 minutes.

The CHAIRMAN. Mr. Rockefeller, do you have any comment to make on the differences in the two bills, the one that has already passed the Senate, S. 385, and the bill now before the House committee, H. R. 6001, about the administration of the program?

Mr. ROCKEFELLER. I am not a lawyer, Mr. Chairman, and I have not studied them in any detail. My impression was that the basic objective of both bills was the same, that the primary difference was the matter of administration, which is in a way a means rather than an end, and my only comment would be to hope very sincerely that it would be possible to resolve that one difference, if there was common agreement as to the importance of the bill and a willingness to compromise.

The CHAIRMAN. Mr. Hemphill.

Mr. HEMPHILL. Mr. Chairman, I would like to ask the gentleman a question.

A minute ago, we were exploring the results which had been obtained, and the gentleman on your right pointed out the results as far as incentive was concerned, I believe, in career development on the part of management.

I think the committee would certainly be interested in any facts you have, or any results you have obtained, as to the benefits to the Government of this program.

The reason I say that is, in your written statement you made the statement:

On the basis of our limited test we are convinced that it is [beneficial.] We believe that the idea embodied in these awards should be developed on an agency-wide basis and as a part of the career development of our more outstanding civil servants.

We would be interested in any testimony that you had as to the results obtained and as to the difficulties experienced, any testimony you could give us from your pilot program as guidelines for our consideration in this legislation. Because, as we understand it, you have initiated from this marvelous foundation you have, a pilot program. We would be interested in any facts or any figures or any statistics which would show the beneficial effects. While you might not want to furnish them today, if you could furnish—with your permission, Mr. Chairman—for inclusion in the record, these facts at your convenience, I think it would be most helpful.

The CHAIRMAN. That may be done.

Mr. ROCKEFELLER. We will send them to you.

(The material requested follows:)

BENEFITS OF THE PROGRAM TO AWARD WINNERS

From time to time throughout the program's 6-year history, Princeton has received comments from various award winners as to the benefits they have derived from the opportunities to study and think away from the routine and environment of their jobs. Some of the comments are as follows:

"On the basis of my own experience I cannot speak too highly of the benefits to be derived from the awards program. The primary beneficiaries are, of course, the recipient and the government he serves, expressed in terms of improved incentive, knowledge, understanding and performance but there are other benefits as well. Educational travel has important implications in terms of international understanding and good will. Because of the nature of the program and its sponsorship I was received with utmost courtesy by representatives of government, employers, and unions in both countries visited and every possible opportunity was made available to me to make my studies as profitable as possible.

Officials of both the Ministry of Labor in Great Britain and the Royal Social Board in Sweden evidenced great interest in the awards program and quite a considerable number expressed the wish that their own countries would institute similar programs.

"A recipient studying in a foreign country learns but he also teaches. For example, while I was in Stockholm the chief conciliation officer for the Royal Social Board arranged a meeting at which he, the British labor attaché, and I engaged in a lengthy explanation and discussion of the mediation system in each of our three countries. It was very helpful to me and equally so to them, particularly since they knew so little about our American system. This interest in America and its methods of handling labor disputes was manifest throughout both countries and by all groups."—Federal Mediation and Conciliation Service.

"The overall experience was a very broadening one. The large number of solutions proposed by various members of the advanced management program at the Harvard Business School, for a relatively simple problem frequently surprised me. This experience has affected my own psychological behavior as an administrator, and has impressed upon me the need for being more tolerant of the viewpoints of others, as well as to be more patient with respect to getting people to do new things. There is no question but that this, alone, has increased my capacity for my present assignment."—Agriculture.

"I was so strongly impressed regarding the value of the program that I decided to continue my studies for 1 additional year and requested Government sponsorship. This has since been granted. I hope means will ultimately be found to offer a sabbatical year of study to a large number of qualified Government scientific and engineering personnel."—Navy.

"The benefits are of three types: Scientific, general, and personal. The scientific benefits include an increased proficiency in my own field, a better understanding of the relation of combustion problems to fundamental research in several fields and to practical problems, a broadened field of interest, and stimulation gained from association with my foreign colleagues.

"In general, travel on the Continent and the time in Britain have given me a better understanding of America's role in present-day world affairs. Certainly living on the British standard with a group of university women has resulted in an insight into present-day British problems that can only be attained by living there.

"Personally it was a maturing experience, and I believe my capacity for understanding and tolerance has increased. Meeting my colleagues in their laboratories and homes and knowing them as people not just authors of books and papers was an enriching experience."—National Advisory Committee for Aeronautics.

"It is my belief that an observational trip such as I made is of far more value than any other way, including graduate study, in which I could have spent 9 months. I was able to see at firsthand disease conditions in their native habitats, to see how the customs, habits, and living conditions of the people promulgated these diseases or perhaps prevented certain other diseases from being prevalent, to observe conditions which exist that might make for the spread of nonindigenous parasites if such were introduced, and many other factors concerning the general field of epidemiology of parasitic diseases.

"Of great value was the opportunity of seeing how the different major research laboratories in the field of parasitic diseases approached their investigations. The efficiency, of course, varied with different places, some being very efficient and having a great deal of originality, and others using less imagination and originality. Those laboratories doing the best basic research had competent investigation who were allowed to pursue their problems as they considered best with a minimum of interference or changing of programs."—Health, Education, and Welfare.

An aeronautical research scientist who received an award in 1955, studied physics at Cambridge University, England, and visited various aeronautical research centers in Europe. In addition to the knowledge he acquired at Cambridge, the reports he brought back concerning the latest developments in European research, and the personal contacts he made, he points out that—

"* * * a less tangible but equally real benefit to my wife and children as well as to myself was the broadening experience of living and traveling in foreign lands long enough to establish some feeling for the thoughts and habits of peoples whose basic assumptions are not the same as our own."—NACA.

A Foreign Service officer who received an award in 1956 to examine the role of rubber culture in plans for the economic development of southeast Asia, had this to say about his award:

"The experience has been an extremely valuable one to me because I have had an opportunity to study thoroughly and at firsthand a subject with which I

have dealt on a policy basis for some time, and which had aroused my curiosity. The greatest advantage was that I had time enough, for once, in dealing with a subject, to decide what I thought about it after my own firsthand investigation. This is an ideal circumstance, very rarely achieved by anyone in the public service. The sense of personal satisfaction is almost immeasurable."—State.

Another Foreign Service man, who used an award in 1954 to study contemporary Chinese history, produced two very tangible results of his award in the form of a paper, *China at Mid-Century: Reassessment of a Problem*, and a contribution to a book, *Moscow-Peking Axis: Strengths and Strains*, edited by Philip E. Mosely. Although he expressed gratitude for the opportunity to do the research for these papers, he said:

"* * * in a broader sense, however, I feel that the award program was of greatest value in providing an interim period of personal review, reflection, and consolidation which is difficult, if not impossible, to obtain within the context and the pressures of the operating Foreign Service today."—State.

An executive of the Extended Forecast Section of the Weather Bureau, Department of Commerce, studied long-range weather forecasting during 1955 in Stockholm and Oslo. He commented that—

"After many years close to a job a person tends to become myopic; no matter how hard he tries, it is difficult for him to see his work and that of his group in full perspective. * * * While I discovered no magic formula for solving the complex problems of extended forecasting, I now feel that the general avenues most likely to lead to success have been illuminated. Decisions involving modification, termination of old and institution of new practices and research come with less trepidation; the essence and fundamental nature of problems arises more quickly."

In other words, this period abroad strengthened his administrative abilities and developed his executive potentialities.

He himself acknowledged that the principle benefits derived from the award were intangible ones:

"I have come to the conclusion that the most important benefits to be gained from such periods of absence from routine duties do not lie in the additional technical skills or knowledge gained, great as these may be, but rather in the change in orientation, and the mental refreshment. Stimulation of this character is probably even more necessary and important in Government work where conservatism appears to be almost a 'built-in' feature than in private industry where the accent is on change. In order for the Government worker to retain the enthusiasm and resilience necessary to implement new and progressive programs rather than take the easier course of proceeding 'as usual,' he should obtain a recharge in the form of seeing what is being done at points remote and entirely disconnected from his own organization."—Commerce.

BENEFITS OF THE PROGRAM TO THE GOVERNMENT

For the past few years Government agency personnel and/or training directors have frequently attested the direct benefits to the Government which have been derived from an agency's having participated in the Rockefeller public-service awards program. In the spring of 1957 a concerted effort was made by the staff of the program to interview agency personnel in order to obtain a precise evaluation of the impact of the award program on various agencies in Washington. Typical of the comments made to the staff during this survey are the following:

Agriculture

" 'This program has done more in Agriculture top echelons to stimulate thought and action on executive development than any other thing that has happened.' "

"We are sure that the awards project in which our man participated has contributed to his value in his present assignment. We feel certain that his participation in the Rockefeller public-service awards project has provided him with fundamentals in management that will contribute materially in his new assignment, which concerns the overall and long-range planning of basic and applied research in the broad fields of finding new and improved uses for agricultural products. Also, his advice and assistance will be utilized in developing management policies for the overall research programs of his agency."

Army

" 'A Rockefeller public-service award is considered the acme of personal recognition. The recently established Secretary of the Army awards program was modeled directly on the Rockefeller public-service awards program.' "

"The experience gained by our award winner in pursuing his studies under your award already has been put to use to the benefit of these laboratories. We have called upon him to utilize that experience in a review of both our internal operation and our relationship with certain outside agencies. Without the experience he had gained, we would be on much less firm ground in proceeding with necessary changes. It is anticipated that we shall continue to draw upon him for consultation and advice for many months to come, and that he will be able to build effectively upon this experience."

Bureau of the Budget

"A great deal of worth is to be derived from continuing the program even on a curtailed basis. The project is the only means of springing a man loose from his desk to do the kind of work and study that the Bureau often feels essential but can't otherwise do."

Commerce

"The Rockefeller public service-awards program has been very beneficial. It has created great interest in Commerce. A 'winner' seems to stimulate others to try."

Defense

"When a man now goes up for promotion, included in his record is the fact that he has been nominated for a Rockefeller public-service award."

Federal Reserve

"Federal Reserve people tend to become overspecialized and this had prevented consideration of staff members for some of the top echelon positions. The Rockefeller program made it possible to give broad generalized training to people who were then able to be placed in higher positions with broader scope."

Interior

"The good effects of the program will be felt for years."

NACA

"We feel the Rockefeller public-service awards program is a strong element in keeping our top-level research people with us."

"In addition to the obvious advantages to the career service of the increased aptitude and potential achieved by the individual employee, several other advantages have resulted from the award. Upon notification that Dr. Simon had received the award, there was a noticeable increase in the group spirit reflecting the feeling that recognition of one member of the group was in a sense recognition of the entire group. A second contribution to the career service lies in the incentive for other employees to conduct their work in such a way that they, too, may ultimately be eligible. It is a particularly good incentive for the younger employees. The award, by serving to improve the morale of employees eligible for recognition, thereby contributes greatly to the advancement of the career service."

Post Office

"The awards were unusually effective in calling the attention of management to persons of exceptional competence with the result that several are being considered for more responsible positions."

Labor

"The conferences which he attended in Paris, in Oslo, and in Italy, in connection with his specialty, namely, the analysis of interindustry relations (or "input-output") materially broadened his views of the uses of this technique and advance it is making in Europe. I am sure that he will be of greater value to the United States Government in consequence."

"I believe that the awards program not only has value to the individual who is in need of a refresher course and who wishes to build new foundations for better work in the years ahead, but it also is an incentive to able executives in the career service to do a good individual piece of work in the hope that one day they may be considered for such an award."

Navy

I believe the awards program in general constitutes a significant contribution to the advancement of the career service. The increasing complexity of modern scientific fields together with a busy schedule of day-to-day tasks makes it very difficult for any engineer in an administrative position to keep abreast of developments in his field. The opportunity to be relieved of day-to-day tasks in mid-

career in order to concentrate on study, such as is offered by the awards program, will permit the candidates ultimately to develop a career standing beyond that generally obtainable through working experience only."

HEW

"While scientists in the Government service are not ordinarily seeking outside recognition for their achievements, there is no doubt that the Rockefeller awards have served and will continue to serve as a stimulus to Government workers and will help to make them feel that a career in the Government service is worthy of more public approval than has been given in the past."

Mr. HEMPHILL. May I ask one more question.

You said that 68 were not enough, with which I thoroughly agree.

On the basis of your pilot experiment, do you have a recommendation as to the numbers of your people from the career service of the Government which should be selected or included, the classification levels which should be included, and the estimate of the costs which would be incurred by the Government each year? Do you have any recommendations on that?

Mr. ROCKEFELLER. We do not have any such recommendation at this time. If any information, as you suggested, would be helpful in arriving at those decisions, we would be more than glad to cooperate.

But I certainly think those questions would be a little beyond our competency to give advice.

Mr. JOHANSEN. Mr. Chairman?

The CHAIRMAN. Mr. Johansen.

Mr. JOHANSEN. Our colleague Mr. Wainwright, touched on a matter which I do not think has been expanded, and I would just like to raise one point.

He referred to the development of programs of this type by private enterprise. I wondered if you or your associates, without burdening the record with a great list, might offer later for the record a few of the more distinguished and successful of those types of programs. Because certainly, without drawing any invidious comparisons, private enterprise operating for profit is not tossing money around pointlessly; and, if they feel that their experience has vindicated this type of thing, I think it is highly relevant to the Federal Government's type of program which might be developed. I would be happy if you could supply for the record something of that character.

Mr. ROCKEFELLER. I think we easily could, because business thinks of it as an investment, as you indicate.

Mr. JOHANSEN. Precisely. And certainly it is on that basis that you vindicate the program to the public.

Mr. ROCKEFELLER. We would be glad to supply that information.

The CHAIRMAN. Mr. Davis.

Mr. DAVIS. I would like to ask the gentleman, Would it be possible for you to tell the committee what sums have been spent in this program?

Mr. ROCKEFELLER. Certainly.

Do you have that with you?

Mr. VAN DE VELDE. Yes, sir.

In the 6 years that the plan has been in existence, we have actually spent, including on the winners that are really just launching their program, but considering them to be paid up, \$772,000.

Mr. DAVIS. Could you give us an estimate of just how it has been spent, for the record?

Mr. VAN DE VELDE. Yes, sir. That is the round figure on the awards themselves, what the recipients got in the way of salary equivalent, travel, tuition, and so forth. The administration of the program itself has cost \$53,000.

Mr. DAVIS. I did not mean itemized now, but for you to give us a statement for the record.

Mr. VAN DE VELDE. Oh, yes, sir.

Mr. DAVIS. Thank you.

Mr. ROCKEFELLER. And perhaps the average of the awards would be interesting.

Mr. DAVIS. Yes; we would like to have the awards.

Mr. VAN DE VELDE. It is averaged out at about \$11,000.

The CHAIRMAN. \$11,000 is the average award?

Mr. VAN DE VELDE. Yes, sir.

(The material referred to follows:)

ROCKEFELLER PUBLIC SERVICE AWARDS, PRINCETON UNIVERSITY

The following is a compilation of the 68 award winners in the first 6 years of the Rockefeller public-service awards program, conducted by Princeton University as a national trust. The listing shows the name, Government position at the time of the award, year of the award, amount of the award (includes salary equivalent, tuition, travel, etc.) and the study project undertaken.

Name	Year	Amount of award	Position prior to award	Study plan
Anfinsen, Christian B.	1953-54	\$16,000	Chief, Laboratory of Cellular Physiology and Metabolism, National Heart Institute, National Institutes of Health, Public Health Service, HEW (GS-16).	1 year's study at laboratories in Cambridge University, England, and Copenhagen University, Denmark, of 2 biological problems: the homeostatic and enzymatic systems which control the lipoproteins in plasma, and the mechanism of protein synthesis.
Angell, Richard.	1955-56	10,500	Chief, Subject Cataloging Division, Acting Chief, Descriptive Cataloging Division, Library of Congress (GS-14).	10 months' study and research in the technical and administrative aspects of bibliographical control; at Columbia, Western Reserve, and Case Institute of Technology.
Armstrong, Willis C.	1955-56	9,500	Deputy Director, Office of International Trade and Resources, Bureau of Economic Affairs, State Department (GS-15).	6 months in England, France, Netherlands, southeast Asia; interviews with economists and government officials to examine place of natural rubber in economic development of southeast Asia and the alternatives in plans for economic development of whether to intensify rubber culture or decrease reliance on it.
Bell, David E.	1952-53	15,000	Administrative assistant to the President (Presidential appointment).	Year of study at Harvard, concentrating on the relationships between Government and labor-management problems.
Berger, Marie C.	1953-54	10,500	Counsel, Office of the Legal Counsel, FOA (GS-13).	Year's study in American Samoa of problems involved in transition of primitive peoples in underdeveloped countries to full participation in 20th century.

Name	Year	Amount of award	Position prior to award	Study plan
Brill, Daniel H.-----	1953-54	¹ \$3,500	Economist, Division of Research and Statistics, Federal Reserve System (GS-14).	Study of recent major developments in social accounting and its application to monetary problems through consultation with treasury, statistical, and bank people in England, France, the Netherlands, and the Scandinavian countries.
Brown, Clinton E.-----	1953-54	14,000	Assistant Head of Gas Dynamics, Langley Aeronautical Laboratory, NACA (GS-14).	Year's study at University of Göttingen, Germany, doing advanced work in the field of fluid mechanics.
Cloud, Preston E., Jr.---	1955-56	15,250	Chief, Paleontology and Stratigraphy Branch, U. S. Geological Survey, Department of the Interior.	Year's study and consultation with European research centers in aquatic biology and geology, sedimentation, and paleontology, to study their methods and materials.
Cohen, Manuel F.-----	1955-56	16,000	Counsel, Division of Corporation Finance, SEC (GS-15).	Year's study of problems involved in private financing of various economic and business organizations abroad either by American industrial or financial organizations or by resort to American capital; interviews with bankers, economists, etc., in London, Paris, and West Germany.
Colligan, Francis J.-----	1954-55	14,000	Deputy Director, International Educational Exchange Service, Executive Secretary, Board of Foreign Scholarships, State Department (GS-15).	6 months' study of international cultural activities of private American organizations at Princeton University, 3 months' observation abroad.
Douty, Harry M.-----	1954-55	16,500	Chief, Division of Wages and Industrial Relations, Department of Labor (GS-15).	Year's study of problems of wage determination and employment at London School of Economics.
Durham, Howard E.-----	1952-53	15,000	Regional director, FMCS (GS-15).	1 year making a survey of past and current mediation experience in field of labor disputes at University of Pennsylvania and observations in Britain and Sweden.
Eisenhart, Churchill.-----	1957-58	12,000	Chief, Statistical Engineering Laboratory, National Bureau of Standards, Applied Mathematics Division, Department of Commerce (GS-15).	9 months' study of measurement needs of biological, physical, social and behavioral sciences, with research techniques unit of London School of Economics as base of operations.
Engle, James B.-----	1957-58	12,000	Italian Desk, Office of Western European Affairs, State Department (FSO-4).	Study of Socialist International at either Oxford or Cambridge, combined with interviews with member parties of International in France, Italy, Germany, and Austria.
Esgain, Albert J.-----	1954-55	11,050	Chief, International Law Branch, Office of JAG, Department of Army (GS-13).	Year's research in field of public international law, particularly concerned with responsibility of international organizations with respect to war crimes; Cambridge University.
Evans, W. Duane.-----	1952-53	14,000	Chief, Division of Inter-industry Economics, Bureau of Labor Statistics, Department of Labor (GS-15).	10 months at Cambridge University; study of fundamental economic ideas and principles to complement his academic training in chemical engineering.
Fano, Ugo.-----	1955-56	14,500	Chief, Nuclear Physics Section, National Bureau of Standards, Department of Commerce (GS-15).	Write a book presenting the main concepts of quantum physics in tangible terms for nonphysicists, chemists, engineers, etc.; 1 year.

¹ Salary paid by agency.

Name	Year	Amount of award	Position prior to award	Study plan
Goldsmith, Selma F.	1955-56	\$7,500	Business Economist and Chief of Income Section, National Income Division, Office of Business Economics, Commerce (GS-14).	Year's study of methodology used in developing estimates on income-size distribution in Great Britain and Canada, in order to compare the methodology used in those countries with our own.
Greene, Lawrence M.	1956-57	8,700	Assistant Director, Division of Corporate Regulation, SEC (GS-15).	Independent study to ascertain the economic and legal feasibility of foreign investment company as an investment medium for American investors; consultation with appropriate governmental authorities, bank officials, economists, lawyers.
Hersey, Arthur B.	1955-56	14,000	Chief, Special Studies Section, Division of International Finance, Federal Reserve System (GS-16).	11 months' study of inventory investment as 1 of strategic elements in an analysis of business fluctuations; consultation with bank officials, governmental agencies in Britain and on Continent.
Hilbert, Guldo.	1952-53	6,000	Chief, Bureau of Agricultural and Industrial Chemistry, Department of Agriculture (GS-16).	Advanced management program at Graduate School of Administration, Harvard; 1 term.
Hall, Samuel.	1954-55	6,000	Executive Secretary, Endocrinology Study Section, Division of Research Grants, Public Health Service, HEW (GS-13).	6 months' program at California. Foundation for Biochemical Research to establish standards for several categories of biochemical materials and make them available to investigators.
Horecker, Bernard L.	1956-57	13,300	Chief, Laboratory of Biochemistry and Metabolism, U. S. Public Health Service, HEW (GS-15).	9 months' study of bacterial transport mechanisms at the Pasteur Institute.
Houbolt, John C.	1955-56	16,065	Assistant Chief, Dynamic Loads Division, Langley Laboratory, NACA (GS-15).	Year's study in fields of aeroelasticity and aerothermodynamics at the Swiss Federal Institute of Technology, combined with visits to aeronautical research organizations in Europe.
Howard, George.	1952-53	15,000	Chief, Technical Services Department, Engineering Research and Development Laboratories, Department of the Army.	Year's study and observation of methods of direction, planning and management activities in government and private research and development installations in United States, Canada, United Kingdom, and Europe.
Isenbergh, Max.	1953-54	17,500	Deputy General Counsel, Atomic Energy Commission (GS-17).	Year's study of Schuman plan and other organizations for international cooperation in Europe through consultation with appropriate governmental officials, agencies, etc.
Jaegerman, Edward C. ...	1955-56	16,500	Attorney-adviser, Division of Trading and Exchanges, SEC (GS-13).	1 year's program comparing procedures regulating investment companies in United Kingdom and in United States; part of year at Oxford or Cambridge; balance of year in field research in England and Scotland.
Johannessen, Karl R.	1957-58	10,000	Meteorological consultant to Headquarters Air Weather Service, Air Force (GS-14).	9 months' study of application of numerical techniques to weather forecasting at Chicago University.

¹ Salary paid by agency.

Name	Year	Amount of award	Position prior to award	Study plan
Johnson, Robert H.....	1957-58	\$14,500	Member, special staff, NSC. (GS-14).	9 months' study and research on relative impact of Indian and Chinese influences on southeast Asia in precolonial period and today; 1st half in Calcutta, India; 2d half traveling in southeast Asia: consultation and interviews with appropriate officials and agencies.
Katz, Samuel I.....	1956-57	11,768	Chief, British Commonwealth, Scandinavian and Near East Section, Division of International Finance FRS (GS-14).	9 months' 1st-hand study of Britain's current economic position and long-run prospects; Bank of England used as base of operations, with visits to universities, industrial centers.
Kaufman, Frederick.....	1954-55	13,000	Chemist, Ordnance Corps, Army (GS-13).	1 year's research at Cambridge University, England, in the field of high temperature gas reactions and gas reaction rates in static systems.
Kelley, Omer J.....	1953-54	9,600	Agricultural Administrator, Division of Soil Management, Department of Agriculture (GS-14).	1 term at Graduate School of Business Administration, Harvard; 2d term in advanced management program, Graduate School of Public Administration, Harvard.
Kidd, Charles V.....	1953-54	12,375	Director, Research Planning Branch, National Institutes of Health, and Executive Secretary, Research Planning Council, HEW (GS-16).	9 months' study in United States, United Kingdom, the Netherlands, Germany and France of research, including basic changes in substantive content, institutional setting, sources of support for research, etc.
Koch, Alhert R.....	1954-55	16,500	Chief, Banking Section, Division of Research and Statistics, FRS (GS-15).	Year's study in Europe of the institutionalization of savings, with particular attention given to an attempt to quantify the sources and uses of funds that flow through the capital and credit markets; consultations and interviews; officials of banks of Switzerland, England, France; also London School of Economics, Uppsala University, and University of Stockholm, Sweden.
Lebergott, Stanley.....	1957-58	10,500	Analytical statistician, Office of Statistical Standards, Bureau of Budget (GS-15).	9 months' at Harvard to study how the pattern of employment and earnings of employees by major industry changed since 1900, and new statistical series on employment and earnings would be developed.
MacDonald, Wendell D..	1956-57	10,500	Economist; regional director (New England), Bureau of Labor Statistics, Department of Labor (GS-15).	7 months' study at Massachusetts Institute of Technology and Harvard School of Business Administration to engage in research project on the subject of automation and economic and social adjustment to technological change.
McCrensky, Edward....	1956-57	12,200	Director Civilian Personnel and Services Division, Office of Naval Research, Department of Navy (GS-14).	9 months' study of scientist as a career employee in the civil services of Great Britain, France and Germany; investigate and evaluate civil-service systems of above countries for possible application to United States civil service.

Name	Year	Amount of award	Position prior to award	Study plan
McNesby, James R.....	1957-58	\$10,500	Physical chemist, National Bureau of Standards, Department of Commerce (GS-13).	Academic year working with Prof. F. S. Dainton at University of Leeds in field of free radical and free atom chemistry.
Miles, Rufus E., Jr.....	1955-56	8,500	Director of Administration, HEW (GS-18).	6 months' study of the possibility of providing systematically the basic information needed by newly appointed top-level officials of the Federal Government Brookings Institution.
Mickelsen, William R....	1957-58	12,000	Aeronautical research scientist, Lewis Flight Propulsion Laboratory, Ohio, Propulsion Chemistry Division, NACA (GS-13).	An advanced study of British and European scientific technology and philosophy in application of statistical theory of turbulence to the basic mechanism of heat, mass, and momentum transfer 9 months at University of Cambridge, England, with short trips to other institutions in England, Scotland, Holland, and France.
Morrell, Gerald.....	1956-57	8,500	Head, Rocket Combustion Section, Lewis Flight Propulsion Laboratory NACA (GS-14).	6 months' case study of research management methods by visiting the following institutions: Bell Telephone Laboratories, du Pont Experimental Station, General Electric Research Laboratories, Naval Research Laboratories, National Bureau of Standards, Jet Propulsion Laboratory, RCA Laboratories, Parke-Davis Research, Laboratories, and Cornell Aeronautical Laboratory.
Namais, Jerome.....	1954-55	12,700	Chief, Extended Forecast Section, Weather Bureau, Department of Commerce, (GS-14).	9 months' program of investigating long-range weather forecasting with Scandinavian meteorologists; 6 months at University of Stockholm; 3 months, visiting European centers of meteorology.
Pearce, George W.....	1955-56	14,000	Chief, Chemistry Section, Technical Development Laboratories, TB, CDC, Public Health Service, HEW, Atlanta, Ga. (GS-13).	Year's study of molecular structure and properties of DDT, its isomers and analogs and related compounds; 3 or 4 months at United States Institution; 8 or 9 months of study and consultation with foreign investigators in England and Germany.
Porter, Robert A.....	1953-54	15,500	Chief, Operations Analysis Section, DCS/O Air Proving Ground Command, Eglin AF Base, Fla. (GS-15).	Year's study of theory of Stochastic processes at the University of Stockholm and the University of Uppsala, Sweden.
Ritzer, Chester F.....	1953-54	10,200	Superintendent of Production, Army, Picatinny Arsenal, Dover, N. J. (GS-15).	Attended advanced management program, Harvard Graduate School of Business Administration.
Rose, Paul W.....	1957-58	12,000	Director, USOM/Nepal, Office of Near East and South Asia, ICA (FSR-2).	Study at Woodrow Wilson School of Public and International Affairs, Princeton, N. J.
Rosenthal, Albert H.....	1955-56	10,000	Regional director, Denver Regional Office, HEW (GS-15).	8 months' study of problems arising from the highly compartmentalized form in which our public-welfare programs have developed, in United States and Europe; included survey of problem areas in United States and several months of field study in Sweden and Denmark.

¹ Salary paid by agency.

Name	Year	Amount of award	Position prior to award	Study plan
Sady, Emil.....	1952-53	\$13, 500	Chief, Pacific Division, Office of Territories, Department of Interior (GS-14).	10 months' study of territorial administration at colonial offices and training centers of the United Kingdom, France, Belgium, and the Netherlands, and in the Caribbean and Africa, and at the UN and several United States universities.
Sanderson, Hugo F.....	1954-55	13, 000	Chief, Regional Economic Staff, Division of Research for Western Europe, Office of Intelligence Research, State Department (GS-14).	Year's study at Harvard, Washington, and in Europe, of economic effects of European Coal and Steel Community.
Schwartz, David.....	1954-55	16, 500	Special assistant to Attorney General, Chief, Special Litigation Unit, Office of Alien Property, Justice Department (GS-15).	Year devoted to making a comparison of experience of European countries in control of foreign property during and since World War II; study centered near Western European capitals for consultation with relevant men and records.
Searles, John R.....	1956-57	14, 125	Executive Director and Secretary, District of Columbia Redevelopment Land Agency (GS-16).	9 months' survey tour of cities in 9 European countries to study firsthand different methods of official participation in urban land planning and development with special attention to national capitals.
Seidmau, Oscar.....	1952-53	9, 500	Aeronautical research, development and design engineer, Bureau of Aeronautics, Department of Navy (GS-14).	Academic year at Massachusetts Institute of Technology, studying supersonic aerodynamic theory, principles of automatic stabilization and control of aircraft, etc.
Shapley, Willis H.....	1955-56	3, 000	Budget Examiner, Bureau of Budget, Military Division (GS-15).	Year's program of independent research to attempt to develop a method for analyzing the total military program and budget in terms of basic factors involved, and the procedural and organizational mechanics for applying it.
Shiskin, Julius.....	1955-56	13, 000	Chief Economic Statistician, Office of Assistant Director of Statistical Standards, Bureau of the Census, Commerce Department (GS-14).	Year devoted to making an analysis of current business conditions with aid of electronic computer; worked with National Bureau of Economic Research staff and records; also consultation with business-cycle economists.
Shulman, Marshall.....	1952-53	15, 000	Special assistant to the Secretary of State (GS-15).	Year's study of recent developments in Communist movement, both in its doctrinal aspects and in its practice; carried out in Washington, at Russian Research Center at Harvard, and in France.
Shurecliff, Alice W.....	1956-57	7, 700	Labor economist, Bureau of Labor Statistics, Department of Labor (GS-13).	6 months' study of all aspects of labor situation in Indonesia, concentrating particularly upon the relationships between employer and employee; also visited Malaya and Singapore to make comparisons.
Simon, Dorothy.....	1952-53	10, 500	Aeronautical research scientist, Lewis Flight Propulsion Laboratory, NACA (GS-13).	Year's study of theory of turbulence at Cambridge University, England, and traveling in England and France, discussing current combustion work at various universities and laboratories.

Name	Year	Amount of award	Position prior to award	Study plan
Southworth, Herman M.	1954-55	\$15,500	Research assistant to Deputy Administrator for Marketing Research and Statistics, Department of Agriculture (GS-15).	Year of visiting various institutions in United States for discussions with research workers and industry leaders and doing research in Washington to make a critical review of research in marketing of agricultural products.
Thomas, Margaret E.	1954-55	9,500	Chief, Branch of Price Operations Division of Prices and Cost of Living, Bureau of Labor Statistics, Department of Labor (GS-14).	8 months' study of methods of improving operational process of statistical data collection and analysis; half time spent at universities and national associations; other half in extended visits to private business firms.
Trees, Richard E.	1954-55	7,422	Physicist, National Bureau of Standards, Commerce Department (GS-11).	9 months' study of atomic physics at Princeton University under guidance of Dr. E. Wigner.
Upton, Joseph E.	1957-58	11,000	Research geologist, Geological Survey, Water Resources, Department of Interior (GS-14).	11 months' study with Dutch hydrologists and geologists methods of management of fresh-water resources along coast and relationship between pleistocene geologic history and the problem of sea-water encroachment into fresh-water yielding deposits.
Van Dersal, William R.	1955-56	16,000	Assistant Administrator for Management, Soil Conservation Service Department of Agriculture (GS-15).	Year's study of the way in which renewable natural resources are managed by government (Federal, State, county, municipal, etc.) in United States, Canada, Australia, and New Zealand.
Vincenti, Walter G.	1954-55	16,000	Aeronautical research scientist, Ames Aeronautical Laboratory, Moffett Field, Calif., NACA (GS-15).	Year program, advanced training in physical sciences at the University of Cambridge, England; visits to aeronautical research centers in Stockholm, Germany, Switzerland, Italy, France, and Belgium.
Weiss, Richard J.	1955-56	10,814	Physicist, Ordnance Materials Research Office, Watertown Arsenal, Mass. (GS-13).	8 months at Cavendish Laboratory, England, to continue basic research in electron theory of transition metals, and also to visit laboratories in Europe.
Wood, Marshall K.	1953-54	10,500	Technical adviser to Directorate of Management Analysis Service, DCS/Comptroller, AF (GS-15).	Year at Harvard Graduate School of Public Administration, in fields of economics, management principles and practices, theory or organization, and accounting in addition to public administration.
Young, Martin	1952-53	13,000	Scientist Director, Head, Section on Epidemiology, Laboratory of Tropical Diseases, National Microbiological Institute, Public Health Service, HEW (GS-15).	9 months' study of tropical diseases in laboratories in England, France, Italy, Egypt, Israel, Turkey, India, Thailand, Malaya, Australia, and the Philippines.
Boorman, Howard L.	1953-54	8,750	Vice Consul (FSO-V), Department of State.	Year's study of contemporary Chinese political history in the 1923-48 period; a study of the political development and policies of the Kuomintang, the impact of the Japanese war in China, and the growth of the Communist movement during these critical years; carried on research at Columbia University, and made use of documentary materials of principal American library collections on modern China.

Name	Year	Amount of award	Position prior to award	Study plan
Branscomb, Lewis A-----	1956-57	\$10,800	Chief, Atomic Physics Section, Atomic and Radiation Physics Division, National Bureau of Standards, Department of Commerce (GS-14).	Made a critical survey of the physics of negative ions and of low energy ionic collision phenomena at University College, London; 9 months.

The CHAIRMAN. Mrs. Harden.

Mrs. HARDEN. Mr. Rockefeller, I appreciate your coming before the committee this morning, and your associates also, and thank you for your very interesting statement.

I am wondering, of the 68 winners of the public-service awards, how many of those 68 were women?

Mr. VAN DE VELDE. Relatively few, Mrs. Harden, but there were some. It would take me too much time, I think, to go through the figures now, but there were 3 or 4 that I know of offhand. But I will send the list to the committee of all the winners, and you can see then. (See table above.)

Mrs. HARDEN. Thank you.

The CHAIRMAN. Mr. Wainwright, do you have any questions?

Mr. WAINWRIGHT. No; Mr. Chairman.

The CHAIRMAN. Mr. Dennison?

Mr. DENNISON. No questions.

The CHAIRMAN. Mr. Broyhill?

Mr. BROYHILL. No.

The CHAIRMAN. Do any of my colleagues on my left have any questions?

Mrs. Granahan?

Mrs. GRANAHAN. No.

Mr. REES. Mr. Chairman, if I may interrupt, I know the committee is busy and has a lot of things to do. I hope that we may have this subject matter of these bills assigned for further hearing in the rather near future so that we can get into action in respect to this proposed legislation.

The CHAIRMAN. I agree with you, and will ask that it be expedited, especially in view of the fact that the Senate has already passed a bill and we have a bill introduced by you, Mr. Rees, which differs somewhat from the Senate bill. The difference between the two has to be resolved by the committee.

Should it be before the full committee or a subcommittee?

Mr. REES. It would be all right if we had a good sized subcommittee. That would expedite the matter. Either way.

The CHAIRMAN. I will appoint a subcommittee, then, of several members.

Do any of your associates have anything further to say, Mr. Rockefeller?

Mr. ROCKEFELLER. Mr. Maass?

Mr. MAASS. Mr. Chairman, I might say something from the point of view of a university which has trained some of the Federal employees who have come to it under training authority.

We have had at the Graduate School of Public Administration at Harvard a number of Foreign Service officers. The Foreign Service

has authority to do this. We have had a number of military officers, the Army, the Air Force, and 1 or 2 from the Navy, and several of the Rockefeller public-service-award winners have also come there.

But my observations, I think, could be summarized in this way: that I have been very impressed with the selection process of the Government agencies; the care that they have used in deciding which employees should come for training has been very impressive.

Incidentally, I might point out in connection with an earlier question, that an insignificant percentage of them were graduates of either Princeton or Harvard College. They came from colleges all over the country.

Really, the agencies have done a conscientious, a sincere job, and I would say that in no way, as far as I can see, has any bureaucratic politics of any type entered into the selection of these people.

Second, I would comment on the performance of these men at the university. The competition has been pretty stiff, and I have never seen a group of students work as hard as these men do. They work much harder than the average undergraduate. As a matter of fact, for most of them I think it is a much harder year than the year they would have spent in the public service if they had not come off it for training.

Third, I have been impressed with the variety of programs that they take. They do not come with the idea of picking up any degree. They come with the idea of taking a selection of courses or lectures or individual consultation with professors which will further their contribution to the public service.

You will find, for example, a scientist who will come and take maybe 2 lecture courses in science to bring himself up to date in science, and then maybe 1 or 2 in administration, so that when he goes back to his agency, if he is appointed to a supervisory position, he will be better able to carry that out.

The variety of programs has been great. The care with which they have been selected has been great. And in the light of this, I just say it seems to me that whatever bill the committee reports—and I certainly hope they will report one—should have in itself sufficient flexibility so that these men can take whatever combination of programs or courses will best fit them to make a greater contribution to the public service when they return, and that the bill not be drafted so as to require a low level of uniformity across the Government which would fail to take advantage of this flexibility.

One final thing I might mention, since Congressman Porter mentioned the matter of urgency: I think the matter of urgency comes not alone from the fact that the Senate has passed a bill, which is a good sign, of course, but from recent decisions of the Comptroller General. The Comptroller General has ruled in recent opinions that in the absence of specific legislative authority for training, Government agencies may expend their funds for training in non-Government institutions only if the course is a very specialized one, and one that does not exceed 2 weeks in length.

Many of us had hoped that the Comptroller General might revise this particular ruling, in which case this legislation might not be necessary. I, for one, do not understand why 2 weeks is legal and 9 months is illegal, but this is the Comptroller General's ruling.

The Comptroller General did recently, as a matter of fact, review the whole matter, and in an opinion dated March 1, 1957, he concluded the same: roughly 2 weeks of highly specialized training is legal; any other is illegal without specific statutory authority for training.

The important thing, I think, is that the opinion of March 1 of the Comptroller General is based to a significant degree on the fact that legislation is now pending before the Congress to authorize training. And there is the clear implication in his opinion that if Congress does not like his ruling, Congress can pass this legislation and authorize a general training program.

So I think this is another factor which adds urgency to the situation.

The CHAIRMAN. Are these trainees just on leave from their departments without pay? Is that their status?

Mr. ROCKEFELLER. That is right.

Mr. JOHANSEN. Mr. Chairman, I have been waiting for one of the gentlewomen on this committee to ask this question; in the absence of the question, I am going to ask it.

Is there any bar against women in this program?

Mr. REES. That has been asked.

Mr. JOHANSEN. I was out of the room.

I trust that the negative answer was given.

Mr. WAINWRIGHT. That is right.

The CHAIRMAN. He said there had been 3 or 4 women, as I understand it, trained under the program.

Mr. ROCKEFELLER. That is right.

The CHAIRMAN. Mr. McLean, do you have any observations to make?

Mr. McLEAN. No; thank you very much.

The CHAIRMAN. Are there any other questions by other members of the committee?

Mr. BECKWORTH. Mr. Chairman, if it is permissible, I would like to include in the record a letter which I have received from the National Science Foundation on the question of need, and at this point quote just two short sentences: "We are convinced that it is difficult to judge financial need equitably." If that is so, how in the world does anybody ever get a welfare check? That is one.

Second: "Their needs tend to be much the same." That is a peculiar statement to me.

I would like to put this in the record if it is all right, Mr. Chairman.

Also, Mr. Chairman, without objection, I would like to insert in the record a letter from Mr. Lloyd E. Blauch, Assistant Commissioner for Higher Education, Department of Health, Education, and Welfare, discussing the extent to which need is considered in Federal scholarships, and a letter from Morse Salisbury, Director, Division of Information Services, United States Atomic Energy Commission, on the same subject; also a letter from Dr. C. W. Shilling of the Atomic Energy Commission.

The CHAIRMAN. The letters will be inserted in the record at this point.

(The letters referred to follow:)

NATIONAL SCIENCE FOUNDATION,
Washington, D. C.

HON. LINDLEY BECKWORTH,
House of Representatives, Washington, D. C.

DEAR CONGRESSMAN BECKWORTH: Thank you for the further opportunity to explain certain aspects of our graduate-fellowship program and particularly our views concerning the element of financial need.

The National Science Foundation has not proposed a scholarship program for the support of undergraduate students. The problem of financial need associated with scholarship awards is, therefore, not immediately relevant to the Foundation's programs.

The Foundation does not consider financial need in awarding its graduate fellowships. As we noted in our letter of April 10, the authority under which the Foundation operates (Public Law 507, 81st Cong.) specifies that the awards "shall be made solely on the basis of ability." We feel that this was a wise provision of the statute and one that has had an important and far-reaching impact; it has served to focus national attention on intellectual abilities. Our opinion on this is shared by the vast majority of educational authorities.

The determination of the amount of the stipend associated with the fellowship, however, is a related but somewhat different matter. In this determination also we do not take financial need into account. There are several reasons for this.

We are convinced that it is difficult to judge financial need equitably. Those who are administering programs involving the element of need attest to the difficulty of the problem. As is shown by a number of careful research studies, need is not clearly separable from the desire for—or, in the psychologist's terms, motivation for—a higher education. What one family regards as adequate means to assure a college education may be regarded by another as quite inadequate. Depending upon the total economic position of either family, both may be right. Motivational factors are the difference. It is not easy for individuals outside the family to sit in judgment on the real financial need. Especially is this so in a national program.

Graduate students, by and large, have attained an age at which they are generally regarded as being on their own resources; their personal means are not necessarily related to those of their parents. Their means tend to be much the same; nearly all have devoted most of their energies toward their education rather than toward immediate financial gain. A study of the reports received from the fellows points strongly to that conclusion.

We believe that it is in the best tradition of democracy that the National Science Foundation's awards should be based on personal merit. Such a view is, of course, related to some degree to the number of awards. Our program supports each year less than 2 percent of the full-time graduate students in science, mathematics, and engineering. This 2 percent is drawn from a stratum of truly superior students.

We should not like to leave with you the impression that we are categorically opposed to awards based on need. It seems to us that the need factor might well be an important aspect of local student-support programs, for example. It is possible on the local level to use this concept to good effect because individual circumstances can be investigated in some detail. As a matter of fact, our programs have had the effect of freeing some local funds so that these could be used in just that way.

Thank you again for your interest in our activities.

Sincerely yours,

HARRY C. KELLY,
Assistant Director for Scientific Personnel and Education.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D. C., May 22, 1958,

HON. LINDLEY BECKWORTH,
House of Representatives, Washington, D. C.

DEAR MR. BECKWORTH: In reply to your request of May 15 for a discussion of the extent to which need is considered in Federal scholarships, we wish to state that, insofar as this Office is able to discover, demonstrated need is not a factor in the determination of the size of the stipend available to an undergraduate college student qualifying for assistance under one of the federally administered

programs. There is no agency of the Federal Government which administers a scholarship program in which all high-school graduates are eligible to compete. About a dozen departments and independent agencies are administering programs which provide some direct or indirect aid to undergraduate college students, but opinions differ as to whether these aids should be termed scholarships.

Undergraduate eligibility for Federal support for educational purposes is determined almost exclusively by either past military service, commitment to future military service, or orphanhood resulting from the father's death of service-connected injury or disease. Falling within these categories are programs for veterans, including disabled veterans, ROTC and service-academy programs, and the war orphans educational program. Veterans with dependents receive larger allowances than those without dependents. Veterans and orphans enrolled for a full-time program receive allowances larger than those enrolled in part-time programs. The allowances for disabled veterans are the same month by month, but may extend for a shorter or longer period depending on the time required for rehabilitation. The factor of need does not apply in the administration of benefits to ROTC enrollees, appointees to the service academies, and students selected for participation in the regular NROTC program known as the Holloway plan.

On the graduate level some programs provide grants graduated according to level, master's degree candidates receiving less than doctoral candidates and postdoctoral candidates receiving stipends scaled to approximate normal salary. Allowances for dependents and for travel are frequently provided in addition to the basic stipend for graduate students.

If we may be of further service to you in this matter, please let us know.

Sincerely yours,

LLOYD E. BLAUCH,
Assistant Commissioner for Higher Education.

ATOMIC ENERGY COMMISSION,
Washington, D. C., May 23, 1958.

HON. LINDLEY BECKWORTH,
House of Representatives.

DEAR MR. BECKWORTH: In answer to your query of May 15, 1958, as to what extent need is considered in awarding scholarships, the Commission conducts no scholarship program, and consequently has developed no criteria.

Sincerely yours,

MORSE SALISBURY,
Director, Division of Information Services.

ATOMIC ENERGY COMMISSION,
Washington, D. C. June 5, 1958.

HON. LINDLEY BECKWORTH,
House of Representatives.

DEAR MR. BECKWORTH: In confirmation of our telephone conversation, allow me to say that we do not have a scholarship program of any kind. We do, however, have a limited fellowship program in four specialized fields—industrial medicine, industrial hygiene, radiological physics, and nuclear energy technology.

The candidates for these fellowships must meet certain standards and their fitness for this specialized training is judged by special boards who select the candidates most likely to benefit by the training. In administering this program these boards do not use a means criterion, i. e., there is no consideration of the financial need of the individual in determining the eligibility of the candidate of any of the fellowships. However, it is my personal opinion that if everything else were equal, the need of the individual for assistance would well be the governing criterion.

I hope the above information will be helpful.

Most sincerely,

C. W. SHILLING, M. D.,
Deputy Director, Division of Biology and Medicine.

The CHAIRMAN. Thank you, Mr. Rockefeller, and your associates, very much. We will attempt to expedite this legislation as quickly as possible and resolve the differences between the two bills pending

before our committee. We appreciate the contribution you are making to the training of these public employees. It is a very valuable contribution, and we are deeply grateful to you. The Government is, I am sure.

Mr. REES. And I want to agree with my chairman with respect to the statement he has just made.

Mr. ROCKEFELLER. Thank you very much. We appreciate it.

The CHAIRMAN. The committee stands adjourned.

(Thereupon, at 11 a. m., the committee adjourned, subject to the call of the Chair.)

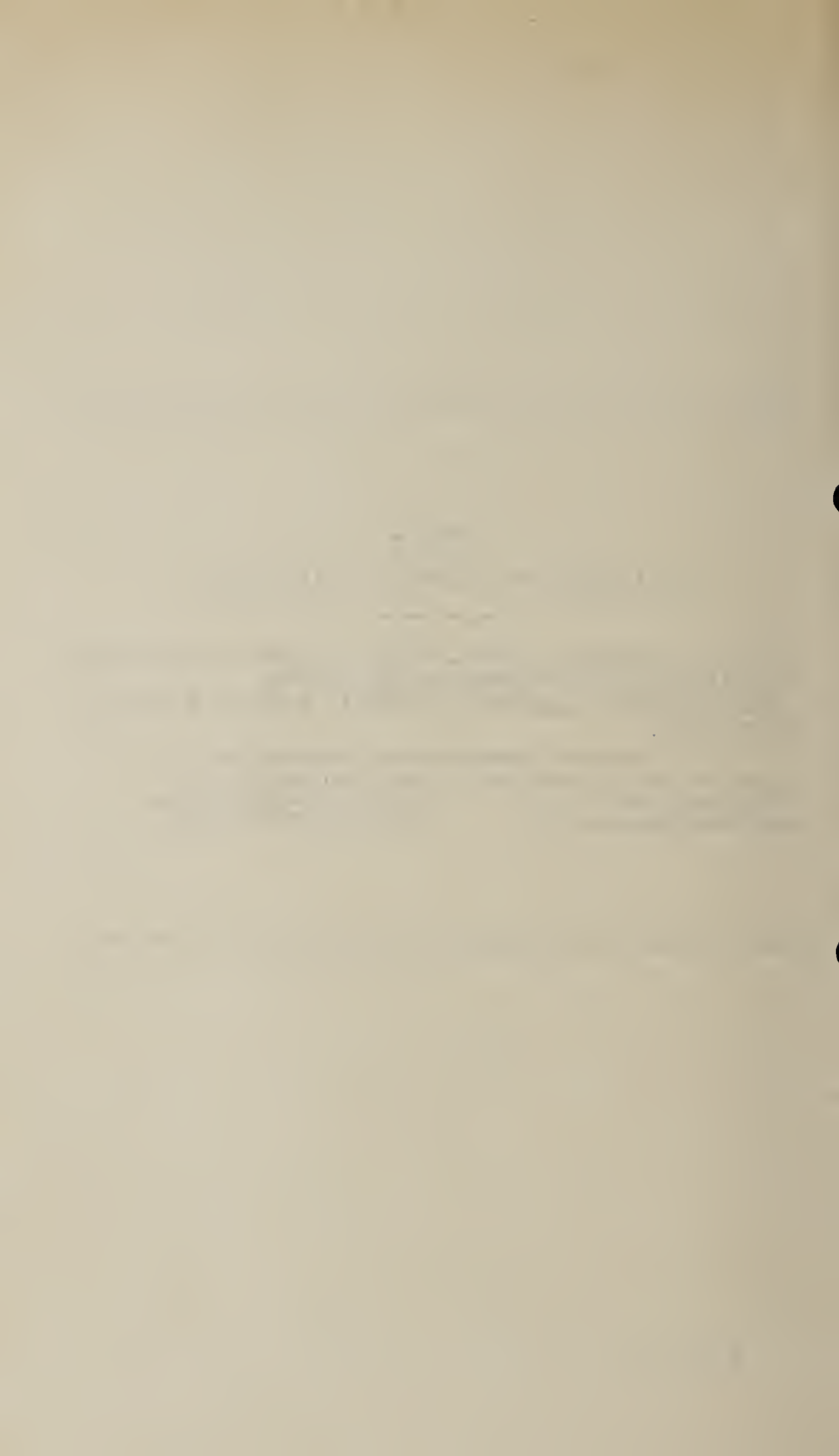
PART 2

TRAINING OF FEDERAL EMPLOYEES

This is a continuation of the hearing held on May 15, 1958, before the full Committee on Post Office and Civil Service.

The subcommittee appointed to consider H. R. 6001, H. R. 1989, and S. 385 follow:

ROBERT W. HEMPHILL, South Carolina, <i>Chairman</i>	
KATHRYN E. GRANAHAAN, Pennsylvania	JOEL T. BROYHILL, Virginia
JOHN YOUNG, Texas	AUGUST E. JOHANSEN, Michigan
RALPH J. SCOTT, North Carolina	DAVID S. DENNISON, JR., Ohio



TRAINING OF FEDERAL EMPLOYEES

FRIDAY, JUNE 13, 1958

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE OF THE COMMITTEE ON
POST OFFICE AND CIVIL SERVICE,
Washington, D. C.

The subcommittee met, pursuant to call, at 10 a. m., in room 215, Old House Office Building, Hon. Robert W. Hemphill (chairman of the subcommittee) presiding.

Mr. HEMPHILL. The subcommittee will come to order.

This subcommittee is meeting this morning to begin hearings on the very important problem of legislation to improve the training of Federal civilian employees. The subcommittee members are Mrs. Granahan, Mr. Young, Mr. Scott, Mr. Broyhill, Mr. Johansen, and Mr. Dennison.

Three bills to provide Federal employee training programs are before the subcommittee. They are H. R. 6001, by our colleague, Mr. Rees, the ranking minority member of the committee; H. R. 1989, by Mrs. St. George, a former member of the committee; and S. 385 as passed by the Senate, representing the administration's proposal.

(H. R. 6001 is inserted at p. 1 and S. 385 at p. 9 of part 1 of this hearing. H. R. 1989, introduced by Mrs. St. George, follows:)

[H. R. 1989, 85th Cong., 1st sess.]

A BILL To provide for programs of in-service and out-service training for Government employees

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Government Employees Training Act".

SEC. 2. In order to promote efficiency and economy in the operation of the Government and provide means for the development of maximum proficiency in the performance of official duties by civilian employees thereof, it is the purpose of this Act to provide for the establishment throughout the Government, to the extent provided for by this Act, of (1) a program of in-service training for civilian employees thereof conducted by, in, and through Government facilities and (2) a program of out-service training for civilian employees thereof conducted by, in, and through non-Government facilities.

SEC. 3. For purposes of this Act—

(1) The term "Government" means the Government of the United States, including the government of the District of Columbia.

(2) The term "department", subject to the exceptions contained in section 4, means (A) the executive departments, (B) the independent establishments and agencies in the executive branch, including corporations wholly or partly owned by the United States which are instrumentalities thereof, (C) the Library of Congress, (D) the General Accounting Office, (E) the Government Printing Office, and (F) the municipal government of the District of Columbia.

(3) The term "employee" means any civilian officer or employee in or under a department, except an individual appointed by the President by and with the advice and consent of the Senate or by the President alone.

(4) The term "Commission" means the United States Civil Service Commission.

(5) The term "training" means the process of providing for and making available to an employee, and placing or enrolling such employee in, a planned, prepared, and integrated program, course, curriculum, subject, system, process, or routine of instruction, education, indoctrination, drill, guidance, or work experience, under supervision, in scientific, professional, technical, mechanical, trade, clerical, fiscal, administrative, or other similar fields which are or will be directly related to the performance by such employee of his official duties for the Government, in order to increase the knowledge, proficiency, ability, skill, and qualifications of such employee in the performance of his official duties.

(6) The term "Government facility" means any property owned or substantially controlled by the Government and the services of any civilian or military officer or employee thereof.

(7) The term "non-Government facility" means (A) the government of any State, Territory, or possession of the United States or of any political subdivision thereof, (B) any medical, scientific, technical, educational, research, or professional institution, foundation, agency, or organization, (C) any business, commercial, or industrial firm, partnership, corporation, or other organization, (D) any property owned by any of the foregoing, (E) the services of officers or employees of any of the foregoing, and (F) any individual and the services and property of such individual.

SEC. 4. This Act shall not apply to the Atomic Energy Commission and the Central Intelligence Agency. This Act, or any provision of this Act, shall not apply to any department or part thereof or employees therein which the President may designate in the public interest as exempted from this Act or from any such provision of this Act.

SEC. 5. (a) Within one hundred and twenty days after the effective date of this Act, the head of each department shall conduct and complete a review of the needs and requirements of such department for the training of employees therein and shall submit a report to the Commission with respect to such needs and requirements. Upon appropriate request, the Commission shall cooperate with such department in connection with such review of needs and requirements.

(b) Within one hundred and eighty days after the effective date of this Act, the Commission, after consideration of the needs and requirements of each department for training of its employees and after consultation with those departments principally concerned, shall prescribe regulations containing the principles, standards, and related requirements which shall be observed by each department in the preparation and administration of its programs, and plans thereunder, for the training of its employees under authority of this Act (including requirements for appropriate coordination of and maximum practicable uniformity in such training programs and plans of the departments). Such regulations shall be designed to enable each department to establish, operate, and maintain, in accordance with this Act, programs and plans for the training of its employees by, in, and through Government facilities and non-Government facilities and shall cover, among other matters—

(1) requirements with respect to the determination and continuing review by each department of its needs and requirements in connection with such training;

(2) the scope and conduct of the programs and plans of each department for the training of its employees in accordance with this Act;

(3) the selection and assignment for such training of employees of each department;

(4) prohibitions on the selection and assignment of any employee for such training when such selection and assignment of such employee is contrary to the interests of the national security;

(5) the utilization in each department of the services of employees who have undergone training under authority of this Act;

(6) the evaluation of the results and effects of programs and plans of such training;

(7) the interchange among the departments of information concerning such training; and

(8) the submission by the departments of reports to the Commission on the results and effects of programs and plans of such training, including costs thereof and estimates of monetary savings and any other economies resulting therefrom.

(c) In addition to the matters required to be covered under subsection (b) of this section, the regulations of the Commission shall, with respect to the training of employees by, in, or through a non-Government facility—

(1) prescribe minimum standards and qualifications governing the eligibility of a non-Government facility to provide training to employees under authority of this Act and general policies governing the selection of and the agreement made with a non-Government facility to provide such training, including prohibitions on the granting of eligibility to, the selection of, and the making of an agreement with any non-Government facility to provide such training when such granting of eligibility to, selection of, or making of an agreement with such non-Government facility is contrary to the interests of the national security;

(2) authorize training of employees by, in, or through a non-Government facility only after determination and certification by the head of the department concerned (A) that adequate training for such employees by, in, or through a Government facility is not reasonably available, (B) that appropriate consideration has been given to the existing or reasonably foreseeable availability and utilization of fully trained employees, (C) that training by, in, or through a non-Government facility is the most economical means of providing such training to such employees, and (D) that such training for such employees is in the public interest and not contrary to the interests of the national security; and

(3) authorize training of employees by, in, or through a non-Government facility for the purpose of filling a position by promotion only in those cases where there is no fully qualified employee available to fill such position at, or within a reasonable distance from, the place or places where the duties of such position are to be performed.

(d) From time to time and in accordance with this Act, the Commission may revise, supplement, or abolish the regulations prescribed by it under this section, and may prescribe additional regulations.

SEC. 6. (a) Within one year after the effective date of this Act, each department shall prepare and submit to the Commission programs, and plans thereunder, for the training of employees in or under such department by, in, and through Government facilities and non-Government facilities, in order to increase efficiency and economy in the operation of the department and to develop maximum proficiency in the performance of official duties by employees thereof. Two or more departments may jointly submit and operate under a program, or a plan or plans thereunder, for such training. Each program, and plan or plans thereunder, of a department for such training shall conform to the principles, standards, and related requirements contained in the regulations of the Commission prescribed under this Act and shall be in accordance with the provisions and purposes of this Act.

(b) If the Commission finds that any program, and plan or plans thereunder, submitted by a department under subsection (a) of this section is in conformity with the provisions and purposes of this Act and the principles, standards, and related requirements contained in the regulations of the Commission prescribed thereunder, the Commission shall approve such program and plan or plans for such department. The head of such department thereafter shall establish, operate, and maintain such program and plan or plans for his department in accordance with this Act. All operations, activities, and related transactions of such department under such program and plan or plans shall be subject to such supervision and direction by the Commission as may be necessary for the Commission to discharge its duties and responsibilities pursuant to law.

(c) The Commission shall withhold, withdraw, or suspend its approval of any program or plan (or any part thereof) of a department, after consultation with the department, whenever the Commission finds that such program or plan (or part thereof) is not in conformity with the provisions and purposes of this Act and the principles, standards, and related requirements contained in the regulations of the Commission prescribed thereunder.

(d) The Commission shall review from time to time, as it deems necessary, the operations, activities, and related transactions of each department in connection with the program, and plan or plans thereunder, of such department for the training of its employees under this Act in order to determine whether such operations, activities, and related transactions are in compliance with such program and plan or plans, with the provisions and purposes of this Act, and with

the principles, standards, and related requirements contained in the regulations of the Commission prescribed thereunder. Upon request of the Commission, each department shall cooperate with and assist the Commission in such review. If the Commission finds that noncompliance exists, the Commission, after consultation with such department, shall have authority, to the extent necessary to obtain compliance as specified in this subsection, to (1) order the modification or change of any action taken or procedure followed by a department in connection with such program and any plan thereunder and (2) withdraw or suspend its approval of such program or any plan thereunder, or any part thereof. The Commission shall certify to such department any such action taken by the Commission under this subsection. The department shall take action in accordance with such certificate and such certificate shall be binding on the department.

(e) No department shall establish, operate, or maintain under authority of this Act any program, or plan or plans thereunder, or any part thereof, which are not currently approved by the Commission.

SEC. 7. (a) In accordance with the provisions and purposes of this Act, with the principles, standards, and related requirements contained in the regulations of the Commission prescribed thereunder, and with the programs and plans of his department currently approved by the Commission, the head of each department is authorized to select and assign employees of such department for training by, in, and through Government facilities and non-Government facilities to the extent that he considers such training for such employees to be necessary and appropriate to improve the operations of such department and to be in the public interest.

(b) The authority to select and assign employees of a department for training by, in, and through non-Government facilities shall be vested in the head of such department. Such authority may be validly delegated within such department for the purposes of this Act only to the extent that the Commission certifies any such proposed delegation of authority to be necessary by reason of the size of such department.

SEC. 8. The programs of each department for the training of employees thereof by, in, and through Government facilities and non-Government facilities under authority of this Act shall provide for the designation of a specific authority within the department to be immediately and directly responsible to the head thereof for the establishment, operation, and maintenance of such programs in accordance with this Act.

SEC. 9. The program of each department for the training of employees thereof by, in, and through Government facilities under authority of this Act shall—

(1) provide for training, to the maximum extent practicable, by, in, and through those Government facilities which are under the jurisdiction or control of such department; and

(2) provide for the making by such department, to the extent necessary and appropriate, of agreements with other departments, and with other agencies in any branch of the Government, on a reimbursable basis if so requested by such other departments and agencies, (A) for the utilization in such program of Government facilities under the jurisdiction or control of such other departments and agencies and (B) for extension to employees of such department of such programs of such other departments.

SEC. 10. The head of each department is authorized to enter into appropriate written agreements for the training of employees in such department by, in, or through non-Government facilities. Each such agreement shall be in accordance with and shall be made expressly subject to the provisions and purposes of this Act and the principles, standards, and related requirements contained in the regulations of the Commission prescribed thereunder. To the maximum extent practicable, the head of each department shall endeavor to obtain, under such agreement, appropriate training for employees at the lowest possible cost to the Government.

SEC. 11. (a) Each employee who has been selected for training by, in, or through a non-Government facility under authority of this Act shall, prior to his actual assignment for such training, enter into a written agreement with the Government to the effect that (1) after the expiration of the period of his training, he will continue in the service of his department for a period at least equal to three times the length of the period of such training unless he is involuntarily separated from the service and (2) if he is voluntarily separated from the service prior to the expiration of the period for which he has agreed to continue in the service of his department after such period of training, he will pay to the Government the actual expenses incurred by the Government in connection with his

training. No employee selected for such training shall be assigned thereto unless he has entered into such agreement.

(b) An employee who fails, by reason of his transfer to another department, to continue, after his training, in the service of his department, for the period specified in such agreement, shall not be required to pay to the Government the actual expenses incurred by the Government in connection with his training if the Commission approves such transfer as in accordance with the best interests of the Government.

(c) If any employee (other than an employee relieved of liability under subsection (b) of this section) fails to fulfill his agreement to pay to the Government the actual expenses incurred by the Government in connection with his training, a sum equal to such actual expenses of training shall be recoverable from such employee or his estate (1) by setoff of accrued salary, wages, pay, compensation, amount of retirement credit, or other amount due such employee from the Government and (2) by such other method as may be provided by law for the recovery of amounts owing to the Government by employees or former employees thereof. The head of the department concerned may, with the concurrence of the Commission, waive, in whole or in part, any right of recovery under this subsection, if it is shown that such recovery would be against equity and good conscience.

SEC. 12. (a) Subject to subsection (b) of this section, the training of employees by, in, and through non-Government facilities under authority of this Act shall be subject to the following restrictions:

(1) The number of man-years of such training by, in, and through non-Government facilities for each department in any fiscal year shall not exceed 1 per centum of the total number of man-years of personal services performed by employees for such department in the same fiscal year.

(2) No employee having less than one year of current, continuous civilian service in the Government shall be eligible for such training unless (A) the head of his department certifies to the Commission that such training for such employee is in the public interest and (B) the Commission approves such certification.

(3) In the first 10-year period of his continuous or noncontinuous civilian service in the Government following the date of his initial entry into the civilian service of the Government, and in each ten-year period of such service occurring thereafter, the time spent by an employee in such training shall not exceed one year.

(4) The Commission may prescribe such additional restrictions, not inconsistent with the provisions and purposes of this Act, with respect to the time which may be spent by an employee in such training, as the Commission deems appropriate.

(b) The Commission is authorized to waive, with respect to any department or part thereof or any employee or employees therein, any or all of the restrictions covered by subsection (a) of this section, upon the recommendation of the head of the department concerned, if the Commission determines that the application of any or all of such restrictions to any such department or part thereof or employee or employees therein is contrary to the public interest.

SEC. 13. The head of each department is authorized (1) to pay the salary, pay, or compensation of each employee of his department who is selected and assigned for training by, in, or through Government facilities or non-Government facilities under the provisions of this Act, for each period of such training of such employee, and (2) to pay, or reimburse such employee for, the necessary expenses of such employee for the purposes of such training, including necessary costs of (A) transportation and per diem in lieu of subsistence in accordance with the Travel Expense Act of 1949, as amended, and the Standardized Government Travel Regulations, (B) tuition, (C) laboratory and library services, (D) purchase or rental of books, materials, and supplies, and (E) other necessary services or facilities directly related to the training of such employee. Such necessary expenses of training shall not be deemed to include membership fees except to the extent that such fees are a necessary cost directly related to the training itself or that payment thereof is a condition precedent to undergoing such training.

SEC. 14. Nothing contained in this Act shall be construed to authorize the selection and assignment of any employee for training by, in, or through any non-Government facility under authority of this Act, or the payment by the Government of the costs of such training, either (1) for the purpose of providing an opportunity to such employee to obtain an academic degree in order to qualify for appointment to a particular position for which such academic degree is a

basic requirement or (2) solely for the purpose of providing an opportunity to such employee to obtain one or more academic degrees.

SEC. 15. In exceptional cases, the Commission may authorize the training of employees by, in, and through non-Government facilities, which is not otherwise authorized by this Act, upon certification to the Commission by the head of the department concerned (accompanied by a full statement by such head of the reasons therefor) that such training for such employees is necessary in the public interest. Such authorization of the Commission shall not be valid for the purposes of this section unless granted prior to the actual assignment for such training of the employee or employees concerned.

SEC. 16. To the extent consistent with the interests of the national security and with the public interest, the Commission shall collect, compile, and maintain information with respect to effective training programs, plans, and methods in and outside the Government, and, upon appropriate request, shall make such information available throughout the Government. If a department so requests, the Commission shall provide advice and assistance in the establishment, operation, and maintenance of the programs and plans of such department for training.

SEC. 17. (a) Each department shall prepare and submit to the Commission, at such times and in such form as the Commission shall prescribe, reports on the programs and plans of such department for training of employees under authority of this Act. Such report shall contain (1) a record of the expenditures of such department in connection with the training of employees thereof by, in, and through Government facilities and non-Government facilities, (2) a statement of the department with respect to the value of such training to the department and the extent to which economies and improved operations have resulted therefrom, and (3) such other information as the department or the Commission may deem appropriate.

(b) The Commission shall submit to the President, for transmittal to the Congress, an annual report with respect to the training of employees of the Government under authority of this Act. Such report shall contain statements, in summary and in detail, with respect to (1) the operation and results of the programs and plans of the departments for training of employees, (2) the costs thereof, (3) the savings therefrom, (4) the extent to which the existing programs and plans of the departments, and the administration thereof, are accomplishing the purposes of this Act, and (5) such recommendations and other matters as the Commission deems appropriate. The reports transmitted to the Congress under this subsection shall be referred to the Committee on Post Office and Civil Service of the Senate and the Committee on Post Office and Civil Service of the House of Representatives.

SEC. 18. (a) The following laws and parts of laws are hereby repealed:

(1) Section 307 (b) of the Civil Aeronautics Act of 1938, as amended (64 Stat. 417; 49 U. S. C., sec. 457 (b)) ;

(2) The last sentence in section 201 (e) of the Merchant Marine Act, 1936, as amended (53 Stat. 1182; 46 U. S. C., sec. 1111 (e)) ;

(3) Sections 573 (b) and 705 of the Foreign Service Act of 1946, as amended (60 Stat. 1012, 1019; 22 U. S. C., secs. 963 (b), (1045)) ;

(4) Section 16 of the Defense Highway Act of 1941, as amended (55 Stat. 770; 23 U. S. C., sec. 116) ;

(5) The Act entitled "An Act to promote the national defense and to contribute to more effective aeronautical research by authorizing professional personnel of the National Advisory Committee for Aeronautics to attend accredited graduate schools for research and study", approved April 11, 1950, as amended (64 Stat. 43; 68 Stat. 78; 50 U. S. C., secs. 160-160f) ;

(6) Section 33 of the World War Veterans' Act, 1924, as amended (44 Stat. 793; 38 U. S. C., Sec. 459) ;

(7) Section 13 (b) and (c) of the Act entitled "An Act to establish a Department of Medicine and Surgery in the Veterans' Administration", approved January 3, 1946, as amended (59 Stat. 679; 64 Stat. 18, 38 U. S. C., sec. 151 (b) and (c)) ;

(8) That part of the first sentence in paragraph 9 of part VII of Veterans Regulation Numbered 1 (a) (57 Stat. 45; 38 U. S. C., ch. 12A) which follows the words "The Administrator shall have the power" and ends with a semicolon "and also".

(b) Section 803 of the Civil Aeronautics Act of 1938, as amended (60 Stat. 945; 49 U. S. C., sec. 603), is amended (1) by inserting "and" immediately after the semicolon at the end of clause (6) of such section, (2) by striking out the semi-

colon at the end of clause (7) of such section, and (3) by striking out "and (8) detail annually, within the limits of available appropriations made by Congress, members of the Weather Bureau personnel for training at Government expense, either at civilian institutions or otherwise, in advanced methods of meteorological science: *Provided*, That no such member shall lose his individual status or seniority rating in the Bureau merely by reason of absence due to such training".

(c) All laws and parts of laws inconsistent with the repeal of and changes in existing laws and parts of laws made by subsections (a) and (b) of this section are hereby amended or modified to the extent necessary to carry out the purposes of and conform to such repeal and changes.

SEC. 19. Nothing contained in this Act shall affect (1) any contract, agreement, or arrangement entered into by the United States prior to the effective date of this Act for the education, instruction, or training of personnel of the Government, or (2) the respective rights and liabilities of such personnel with respect to the Government in connection with such education, instruction, and training under any such contract, agreement, or arrangement.

SEC. 20. There are authorized such sums as may be necessary to carry out the provisions and accomplish the purposes of this Act.

SEC. 21. This Act shall take effect on the ninetieth day after the date of enactment.

Mr. HEMPHILL. The committee has received administrative reports favoring the objectives of all of these bills, with certain specific recommendations and comments thereon. The bills have a common objective but vary somewhat in coverage and in details. These administrative reports have been prepared in a committee print which is on each member's desk this morning. Each member also has been furnished a summary of the effect of H. R. 6001, prepared by the Civil Service Commission at the time that bill was introduced.

This committee has conducted a thorough study of the needs and requirements of Government departments and agencies in the field of training of Federal employees. This study has extended through the 83d, 84th, and 85th Congresses. I believe there is general agreement that legislation to establish a governmentwide training program is both desirable and necessary in the public interest at this time.

At present there is no such general training authority. Various and sundry laws, ranging in form from appropriation riders to specific provisions in substantive laws relating to different departments, agencies, or bureaus, now are on the statute books. There is no uniformity or coordination of policy or practices. Many departments and agencies have no positive legislative authority for training their employees.

The legislation upon which we are opening hearings this morning would establish a comprehensive program for the training of Federal civilian employees which, to the extent consistent with the requirements and the responsibilities of the individual departments and agencies, would be applied uniformly throughout the Government. The results of the committee studies indicate that such a program is essential if the Government is to make up lost ground and keep abreast of modern techniques and procedures in its scientific, professional, management, financial, and administrative activities. The studies point clearly to a conclusion that there should be a single law, uniformly administered, under the guidance of the Government's central personnel authority, which will provide management the means to improve productivity and quality of work through better training of employees and at the same time provide the President and the Congress with information on training activities which is necessary to the discharge of their respective responsibilities.

We will hear from Representatives Rees and St. George, the authors of H. R. 6001 and H. R. 1989, after which the subcommittee will receive testimony from representatives of the Bureau of the Budget, the Civil Service Commission, the General Accounting Office, the Citizens Committee for the Hoover Reports, and organizations of Federal employees.

We are delighted to welcome, and also to have him sit in with us, our distinguished colleague, Mr. Gross, of Iowa.

Our first witness will be Hon. Edward H. Rees, our ranking minority member, who is the sponsor of H. R. 6001 and who, I may add, was chairman of the committee when it first undertook its study of Federal employee training problems in the 83d Congress.

Before calling on you, Mr. Rees, I might say I have before me the very excellent presentation made in December of 1954 under your able direction, and it is a pleasure for us to have you here this morning and have the benefit of your experience and advice.

Mr. Rees.

STATEMENT OF HON. EDWARD H. REES, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF KANSAS

Mr. REES. Thank you, Chairman Hemphill and members of the subcommittee. I appreciate more than you know the opportunity of coming over and discussing with you what I regard to be an important piece of legislation.

I have no pride of authorship because Mrs. St. George has given this matter a lot of attention before I started to work on it, and that has been some time ago.

I think the chairman has pretty well stated the broad purpose of the proposed legislation. I shall review the highlights in my statement and then shall be glad to answer any questions you may ask.

I appreciate the opportunity to appear in behalf of this very important Federal employee training legislation. In my judgment, this is perhaps the most significant legislative measure that has been referred to a subcommittee of the Post Office and Civil Service Committee during the present Congress.

I believe that a brief review of the history of our committee activity in respect to the training of Federal employees will be helpful as the subcommittee begins its deliberations. As chairman of the committee in the 80th Congress, over 10 years ago, I first had my attention drawn to the need for an improved system of training Federal civilian employees so that they could perform their duties more effectively. Both the first and second Hoover Commissions, appointed in 1949 and 1953, placed the training of Federal employees high in their lists of recommendations for strengthening Federal personnel, management, and operating functions. Incidentally, just recently former President Hoover, the Chairman of those Commissions, is reported to have said that if he had to select a single recommendation of his Commission as first in importance to the Government and the public he would select the recommendation for improved personnel policies.

Again, as committee chairman in the 83d Congress I instituted a study directed toward a strong, governmentwide program for the

training of Federal civilian employees. Our committee study at that time disclosed very clear information and evidence that the lack of a coordinated training program was one of the major weaknesses in Federal personnel and management policies and that the Government was lagging far behind private enterprise in this field.

We found, for example, that there was no general training legislation or central executive authority dealing with the problem. There were 19 separate laws or parts of laws authorizing 17 departments and agencies—and sometimes special bureaus within departments—to train their employees. Five of these were in appropriation acts, and the remainder originated with separate congressional committees having jurisdiction of substantive legislation for various departments and establishments. This left most Federal agencies with no positive legislative authority for training their employees. Moreover, among those which had such authority there was no semblance of uniformity or coordination. Some had almost blanket authority, while others were so restricted as to be impeded in accomplishing their objectives.

The Congress had no adequate information (and certainly no control) on a governmentwide basis because of this hodgepodge of laws resulting from piecemeal legislation reported by committees other than those having jurisdiction of civil service legislation.

The findings of our 83d Congress study are summarized in a committee print which is on each member's desk this morning.

Now, 4 years later, we find that the situation has not improved. If anything, the problem has become more acute. I asked the Civil Service Commission to prepare a current list of existing special training authorities that have been granted the various departments and agencies, and this list is on each member's desk. It shows such special authorities contained in 6 appropriation acts—including the District of Columbia—and 14 basic laws. There are also pending before the Congress 11 new bills granting special training authority to individual departments and agencies, aside from the bills providing general coverage such as those being considered by this subcommittee.

I think there is general agreement on the overruling necessity for early enactment of legislation to provide a comprehensive, governmentwide program for training Federal civilian employees, to be applied uniformly to all departments and agencies to the extent that uniformity is consistent with individual needs and requirements and is in the public interest. My bill, H. R. 6001, will provide for such a program to be placed in effect with a minimum of delay. This legislation was developed on the basis of the results of our committee studies over the past years and my personal consultation with administrative officials concerned.

One of the most serious problems resulting from the lack of a sound training program is that of recruiting and retaining topflight scientific, engineering, professional, and technical skills required in our critical defense effort and other essential Government functions. It is a fact that opportunity to continue and broaden knowledge and qualifications is one of the major objectives of professional personnel. Shortcomings in the Government's program in this respect have destroyed one of the finest incentives for outstanding scientists and other professional people to devote their careers to the public service. My bill would provide this incentive and help restore the high prestige

which is desirable in professional assignments under our great Government programs. It represents a forward step that can be placed in effect promptly, with immediate benefits through development of the full potential of present employees as well as recruitment of high-caliber replacements. The added incentives of advanced professional training and opportunity for accomplishment will be a major factor in attracting and retaining qualified personnel.

My bill also emphasizes and reaffirms the desirability of aiding and encouraging self-training of employees and giving proper recognition to those who develop greater skill on their own initiative. Our studies show that this is an area that has been overlooked to a considerable extent.

Our national interest depends on maintaining our preeminence in scientific, technological, research, and professional fields in the face of tremendous strides by other nations. Scientific and professional excellence is a must in the development of complex instruments—the atomic reactors, electronic brains, thermonuclear devices, missiles, and other defensive arms we need—as well as in the conduct of the economic, agricultural, cultural, and social programs of our Government.

Briefly, the purpose of my government employees training bill is (1) to improve performance and productivity in essential Government programs by providing for training of employees both in and outside the Government where it is in the public interest, (2) to offer incentives for recruiting and retaining qualified employees, and (3) to stimulate and encourage employee self-development directed toward a higher level of performance. This legislation will provide a governmentwide policy of employee training as a management tool, better coordination of various training programs, a centralized point of training responsibility, and a system of control and review of the administration of training programs.

The bill provides basic and general legislative authority for inter-agency, intra-agency, and outservice training of Federal employees when such training will promote efficiency, economy, and better service.

Government payment of all or any part of the expenses of such training is authorized, with special controls on expenditures for outservice training, that is, training outside of the Government.

This training authority is granted to departments and agencies in the executive branch—with several necessary exceptions—the General Accounting Office, the Library of Congress, the Government Printing Office, and the District of Columbia government.

The President is authorized to exempt any department or agency—or any part thereof—or employees from any or all provisions of the bill, but he may not extend its coverage.

Agencies are directed to (1) review their training needs within 90 days after enactment and at least every 3 years thereafter, (2) establish and maintain training programs to meet those needs, (3) operate these programs in accordance with law and regulations, (4) utilize their own resources, and other Government resources, so far as practicable, and (5) encourage and recognize employee self-training and self-development.

General responsibility for coordinating training programs and assisting the agencies is imposed on the Civil Service Commission. The

Commission is directed to (1) promote, coordinate, and assist in agency training programs, (2) issue necessary standards and regulations after consultation with the agencies as to their needs (3) review agency training programs and activities and report thereon to the President and the Congress, and (4) enforce compliance with the law, regulations, and standards governing outservice training. It should be noted that certain items to be covered by the regulations are spelled out in the bill.

The bill provides an appropriate measure of legislative controls on outservice training, including provisions to the following effect:

(1) Every trainee must agree, in advance, to remain with his agency for at least three times the length of his training period or repay the costs;

(2) Employees with less than 1 year of continuous service may not be assigned to outservice training;

(3) An individual may not receive more than 1 year of outservice training per 10 years of total service;

(4) Outservice training time by each agency may not exceed 1 percent of its authorized personnel strength;

(5) Outservice training may not be authorized for the sole purpose of an individual obtaining an academic degree; and

(6) No agency may authorize outservice training by an institution or individual advocating overthrow of our Government by force or violence or by an individual found to be of doubtful loyalty.

Provisions is made for the Civil Service Commission to grant exceptions to the first four of these limitations when in the public interest.

The bill consolidates into one comprehensive law most of the special training authorities now in existence. It makes unnecessary, and will repeal, 10 separate laws which now authorize outservice training of employees. Also, it eliminates any need for yearly reenactment of outservice training authority presently granted five agencies and the District of Columbia government through appropriation language. It will eliminate the need for additional special legislation—the 11 pending bills which I mentioned—now being sought by other departments and agencies.

The bill does not apply to the Foreign Service, members of the uniformed forces, the President and the Vice President, persons appointed by the President—unless specifically designated by him—the Tennessee Valley Authority, and certain officers of corporations supervised by the Farm Credit Administration.

Mr. Chairman, this legislation provides for a well-rounded and comprehensive Federal employee training program which will serve fully the present and foreseeable training needs of our Government. I strongly recommend its approval by this subcommittee and will be glad to cooperate in any way the subcommittee finds desirable.

If the subcommittee has in mind amendments which ought to be considered, I shall be glad to discuss them with the subcommittee. I do not claim it is a perfect bill, but I think it provides the basis for bringing about the results we expect to obtain under training legislation.

I appreciate your attention very much.

Mr. HEMPILL. We are glad to have you here, sir.

Any questions?

Mrs. GRANAHAN. No questions.

Mr. HEMPHILL. Mr. Young.

Mr. YOUNG. Mr. Chairman, I, too, would like to add my words to those which already have been spoken by our distinguished chairman in commending our colleague, Mr. Rees, and the gentlewoman from New York, for the excellent work which they have done in presenting this matter to the Congress and to this subcommittee.

I cannot conceive of any program which would be more important to this Government than a well-regulated, uniform program of employee training.

This is a most meritorious cause, and I for one am tremendously interested in it.

I should like to add also it is in very capable hands, being in the hands of our distinguished chairman.

Thank you very much.

Mr. REES. Your statement is appreciated, Mr. Young.

Mr. HEMPHILL. Mr. Scott.

Mr. SCOTT. No questions.

Mr. HEMPHILL. Mr. Dennison.

Mr. DENNISON. Mr. Chairman, I should like to add my words of congratulation to the distinguished gentleman from Kansas for his very excellent statement. I have been aware, as all of us have, of Mr. Rees' great interest in the civil service, and particularly in this type of training program—a program which is designed to enhance the caliber of the civil service and to bring about full utilization of the many talents we have in our Government.

I congratulate you, sir, for your fine presentation and for bringing this matter to the attention of the committee.

Mr. REES. Thank you, Mr. Dennison.

Mr. HEMPHILL. We are glad to have Mr. Gross with us. I believe you were acting chairman of both of the field subcommittees of another Congress. Have you any questions, sir? Feel free to ask them.

Mr. GROSS. Thank you, Mr. Chairman. I realize Mr. Rees would like to get away, but I would like to ask a question or two.

Mr. HEMPHILL. Certainly.

Mr. GROSS. Why have you included the provision that the President may exempt certain departments or agencies from participating in the training program?

Mr. REES. That is necessary, Mr. Gross, to permit exceptions when circumstances warrant. It was put in there to avoid any objections there might be on ground of too little administrative discretion. The authority is placed at the highest executive level, as you no doubt have noted.

Mr. GROSS. Would comity between branches of Government, or something of that kind, be the reason?

Mr. DENNISON. Would the gentleman yield?

Mr. GROSS. I am glad to yield.

Mr. DENNISON. Is it not true that the President should have exceptions available to him, particularly with respect to jobs relating to national security and matters of that kind?

Mr. REES. I think that is a major reason.

Mr. GROSS. May I ask one more question, Mr. Chairman?

It is not proposed, is it, to establish another new commission? It is proposed that this be administered through the Civil Service Commission with present personnel?

Mr. REES. That is correct.

Mr. GROSS. This will not call for a substantial increase in personnel to administer the training program?

Mr. REES. It is much less expensive, sir, and much more efficient, because we are doing away with so many other activities in various agencies.

Mr. GROSS. But it is to be administered through the Civil Service Commission?

Mr. REES. Correct.

Mr. GROSS. No new commission is provided for under the terms of your bill, which I have previously not seen?

Mr. REES. That is correct.

Mr. GROSS. Thank you, Mr. Chairman.

Mr. HEMPHILL. I would like to ask the gentleman just two questions.

As I understand it, the Foreign Service in the State Department is not covered.

Mr. REES. That is correct.

Mr. HEMPHILL. Does the gentleman have any estimate of the cost to the Government of this program?

Mr. REES. I have some figures but I do not have them with me this morning. I shall get those for you, though. The cost is insignificant compared to the great savings through better performance.

Mr. HEMPHILL. What thought has been given to having various agencies and departments absorb the costs within their own budgets each year?

Mr. REES. That has been given consideration, and it can be done, sir. I did not include that in the bill, but I would support that proposal.

Mr. HEMPHILL. In view of your long experience, I might ask you your opinion as to the ability of the agencies to absorb the costs.

Mr. REES. Whether they can? I think so. I may meet with disagreement on that in some areas, but I think they can; yes, sir. That is my opinion.

Mr. HEMPHILL. Thank you very much.

Mr. REES. Thank you, Mr. Chairman.

Mr. HEMPHILL. We are pleased to have as our next witness our able and distinguished colleague, Mrs. Katharine St. George, a former member of this committee and one whom I personally know has been interested not only in this but other personnel problems.

It is nice to have you before our committee, Mrs. St. George.

STATEMENT OF HON. KATHARINE ST. GEORGE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mrs. ST. GEORGE. Mr. Chairman and members of the subcommittee, I am happy to be here. I have a prepared statement which I will give to the reporter. I regret that I do not have copies for each member of the committee. I will read the prepared statement, if you will per-

mit, and after that, if I can, I will answer any questions of the subcommittee.

I greatly appreciate the privilege of appearing before your subcommittee today on my bill, H. R. 1989, which would provide for programs of inservice and outservice training for Government employees.

The need for authorization of inservice and outservice training for Government employees is well established. It is the subject of one of the recommendations of the Hoover Commission, which stated (in recommendation No. 4c) :

Congress should make it possible for the executive branch to provide for the training of its most promising career employees * * *.

And again in recommendation No. 15 :

Congress should enact legislation which will clearly set forth the policy of the Federal Government on the conduct of training programs for civilian employees * * *.

I have introduced bills to implement training programs in the Government in each Congress since the 82d. To show that there is general agreement in the need for this legislation, I quote the following from the Bureau of the Budget letter of June 26, 1952 :

Agencies now having training authority along the lines which would be authorized by this bill include the National Advisory Committee for Aeronautics, the Atomic Energy Commission, the Department of Defense, and the Department of State. There are many other agencies where need for such authority is urgent.

The need for such legislation has been evident for a number of years.

And from their letter of August 14, 1957 :

The Bureau of the Budget believes that general legislation authorizing intra-agency, interagency, and outservice training would contribute substantially to improved efficiency in governmental operations. Those departments and agencies having this type of authority in appropriation or other acts report such results. Other agencies have reported a need for such authority in their efforts to obtain more effective and efficient operations.

From the Civil Service Commission in 1956 :

Our studies have convinced us that legislation authorizing interagency and outservice training is necessary and that it will contribute substantially to improved operation of the Federal Government.

And again from their letter dated August 14, 1957 :

We hope very much that the Congress will take early and favorable action on employee training legislation. Our need for such legislation is very great, and the lack of general authority is forcing more and more agencies to seek special authority, thus aggravating already existing inconsistencies and inequities.

So you see the issue is not shall we have authorizing legislation but what form shall the legislation take ?

My bill, H. R. 1989, has not been very favorably accepted by the reporting agencies. It seems that they prefer more general authority, with each department and agency acting independently, and with no control and supervision by the Civil Service Commission. The Bureau of the Budget puts it this way :

We do not believe that agency training activities should be subject to detailed restrictions incorporated in authorizing legislation or to detailed control or restrictions under rules issued by the Civil Service Commission.

To my mind, if you do not have a centralized authority, the situation is only more confused and confounded, and the "already existing inconsistencies and inequities," to quote from the Civil Service Commission, would only be multiplied a hundredfold.

The Civil Service Commission takes exception to the bill, among other reasons, because "it would require expansion of the Civil Service Commission's training staff." To that I can only reply that I hope it would.

Now, what would my bill do. First of all, it clearly and concisely interprets "training" to be—

the process of providing for and making available to an employee, and placing or enrolling such employee in, a planned, prepared, and integrated program, course, curriculum, subject, system, process, or routine of instruction, education, indoctrination, drill, guidance, or work experience, under supervision, in scientific, professional, technical, mechanical, trade, clerical, fiscal, administrative, or other similar fields which are or will be directly related to the performance by such employee of his official duties for the Government, in order to increase the knowledge, proficiency, ability, skill, and qualifications of such employee in the performance of his official duties.

Now these may sound like "detailed restrictions," as the Commission says, but at least they would prevent the head of a division from sending some fair-haired girl or boy on a 6 months' trip to Europe in order that he or she might acquire skill or knowledge related to the work of the respective Federal agency. The taxpayer needs this protection and, gentlemen, the Congress of the United States needs this protection.

My bill would also require the head of each department to conduct a review of the training needs and requirements and submit a report to the Civil Service Commission with respect to such needs and requirements. The Commission would prescribe regulations containing the principles, standards, and related requirements to be observed by the departments in the preparation and administration of this program, including proper coordination and uniformity of the programs and plans of the departments. Standards would be established with respect to nongovernment facilities as to their selection and agreements made. These regulations are spelled out in some detail.

As I have stated, these restrictions are criticized. But gentlemen, what might we not have without them?

In the first place, there would be no integration of the programs for interdepartmental exchanges. This would inevitably result in tremendously costly duplication of effort.

In the field of nongovernment facilities, the result could be devastating. Can you imagine what the outcome might be if each department and agency, without any central authority, were to attempt to set up its own program with out-service institutions. This would be an open sesame of all sorts of abuses, including, I should imagine, a great temptation to get on the bandwagon of Government contracts by organizing institutions for the sole purpose of training for the Government.

Within the structure of my bill there is ample provision for elasticity to meet the needs of each department, and the supervision by the Commission, as outlined and spelled out, would not imperil the management accountability and operation of the agency or department.

We need training legislation, and it is my firm belief that we also need the safeguards in this bill, which will ultimately mean more efficient operation of the training program.

A program such as this is bound to be open to abuses. For that reason you cannot be too cautious in passing legislation that, unless tightly spelled out and clearly limited, may prove to be harmful in the end, and will not achieve the very goal we are all striving for: A well-trained and well-integrated civil service.

Mr. HEMPHILL. Thank you very much.

Any questions?

Mrs. GRANAHAN. I would like to commend Mrs. St. George for a very fine and clear presentation of her bill. I think it is excellent and very well spelled out. Thank you for coming before us.

Mrs. ST. GEORGE. Thank you very much.

Mr. HEMPHILL. Congressman Scott.

Mr. SCOTT. No questions.

Mr. HEMPHILL. Congressman Dennison.

Mr. DENNISON. I, too, wish to join my colleague, Mrs. St. George, in thanking you for a very fine statement and for bringing this matter to our attention.

I wonder if you might indicate to us, setting out just the high points, the differences between your bill and Mr. Rees' bill, if you happen to be familiar with that.

Mrs. ST. GEORGE. I would say, first of all, Mr. Dennison, that my bill, as you know, is a little older than Mr. Rees' bill. I also think that Mr. Rees' bill has some improvements on my bill.

On the other hand, I do not feel that his bill or any of the other bills on this subject, which you will hear, spell out the restrictions quite as clearly as my bill. I have tried to bring out in my presentation that I feel that is a very important matter. I can see that we might have a great deal of trouble unless the agencies are given a very firm and very concise spelling out of what they can and what they cannot do.

When it comes to the matter of expense, I think my bill unquestionably will cost the Civil Service Commission some money. They will have to enlarge their staff. I am fully willing to accept that. I think that is really the principal difference between my bill and the other bills.

On the other hand, I think their main object is exactly the same, and I am sure that they are all equally good in that in your wisdom you will be able to amend them in such a way that they can pass.

I would like at this time to make one plea, and that is that you do try to do something in this direction. These bills have been talked over and looked at since 1948. Is that not true, Mr. Rees?

Mr. REES. That is true.

Mrs. ST. GEORGE. And nothing yet has been accomplished. So I do feel there is great urgency. While probably none of them are perfect, I am quite willing to believe that this subcommittee will come up with a bill which would be acceptable and would pass the Congress.

Mr. DENNISON. You said in your statement that the Civil Service Commission had made some objection on the ground that it would require an expansion of their training staff.

Mrs. ST. GEORGE. That is correct.

Mr. DENNISON. Did they indicate to you to what extent that expansion would be required?

Mrs. ST. GEORGE. No, they did not. I just read you the quote. They said it would necessitate an expansion, which I fully acknowledge and know would be the case.

Mr. DENNISON. Under your proposal are there, in your judgment, sufficient safeguards to prevent an individual from seeking advanced training in a field which is not associated with his work in the Government and for which he has had no previous training?

Mrs. ST. GEORGE. I think so, Mr. Dennison. First of all, he would have to be recommended by his own department or agency before he could even step into the program; and they obviously would not give him such a recommendation as that, I should think.

Mr. DENNISON. Do you have an estimate of the cost of this program?

Mrs. ST. GEORGE. Unfortunately, I have not.

Mr. DENNISON. Thank you.

Mrs. ST. GEORGE. Thank you.

Mr. HEMPHILL. Mr. Gross.

Mr. GROSS. Thank you, Mr. Chairman.

Does your bill exempt the Foreign Service from these training provisions?

Mrs. ST. GEORGE. I do not believe it is spelled out in my bill.

Mr. GROSS. Do you think Foreign Service should be exempt?

Mrs. ST. GEORGE. I think it should. I say in here that the State Department already has a training program. The National Advisory Committee for Aeronautics, the Atomic Energy Commission, and the Department of Defense and the Department of State all have intraservice training already, and have had it for some years.

Mr. GROSS. I would like to see the Congress somehow get at least one small finger on the Foreign Service training program, some sort of control or scrutiny of it at least, which we do not have today.

Mrs. ST. GEORGE. I think they would have the scrutiny of it under any of these bills, Mr. Gross, but of course they would qualify definitely under the intraservice training program because they already have it.

Mr. GROSS. I notice that Mr. Rees in his statement, and I should have called to his attention awhile ago, says, "The bill provides an appropriate measure of legislative controls on out-service training, including provisions to the following effect," and then Mr. Rees goes on to state that provision is made for the Civil Service Commission to grant exceptions to the first four of these limitations.

Mrs. ST. GEORGE. I do not spell out those limitations, Mr. Gross. I would take for granted that the intraservice agencies which are mentioned here would be under a certain amount of control, but they would still be intraservice. They would not be outservice.

Mr. GROSS. Thank you.

Mr. HEMPHILL. I should like to ask the gentlelady a question, too.

Mrs. ST. GEORGE. Mr. Rees has just suggested to me that he does not think it would cost as much as the present divided setup.

Mr. REES. Mr. Stans will be here and can testify on that.

Mrs. ST. GEORGE. Mr. Stans probably could give you exact figures on that.

Mr. HEMPHILL. Is the letter of February 1957, which you referred to in your testimony, a letter from the Deputy Director of the Bureau of the Budget?

Mrs. ST. GEORGE. That is August 1957, sir.

Mr. Chairman, are you referring to the one from the Bureau of the Budget?

Mr. HEMPHILL. Yes. I have one in the Senate report here.

Mrs. ST. GEORGE. It says here, and I quote:

The Bureau of the Budget believes that general legislation authorizing intra-agency, interagency, and outservice training would contribute substantially to improved efficiency in governmental operations. Those departments and agencies having this type of authority in appropriation or other acts report such results.

Those would be these four agencies I referred to above, presumably.

Other agencies have reported a need for such authority in their efforts to obtain more effective and efficient operations.

Mr. HEMPHILL. I might ask, in connection with your testimony, is it your opinion that Congress will have not only to spell out the things which should be done, but also to set the guidelines?

Mrs. ST. GEORGE. I certainly would hope to see that done, Mr. Chairman; yes. I think the guidelines are the most important part of this legislation.

Mr. HEMPHILL. Being of that opinion, do you feel the general authority is not sufficient, but that it must be specific?

Mrs. ST. GEORGE. Absolutely, Mr. Hemphill.

Mr. HEMPHILL. Do you also think it should be mandatory?

Mrs. ST. GEORGE. I think it should be. Once it is specific, I think it should be mandatory.

Mr. HEMPHILL. What about numerical limitations over the entire civil-service field? Should the Congress set some limitation on it? What do you think of that?

Mrs. ST. GEORGE. Mr. Chairman, do I get your question correctly? Do you mean should we give entire authority to the Civil Service Commission?

Mr. HEMPHILL. No. Should we set numerical limitations on it, or should we leave it to the Commission?

Mrs. ST. GEORGE. I think possibly it would be wiser to set numerical limitations on it. Of course, that would require a separate study, because it is a very difficult thing. That I certainly would not be prepared to give you at this time, because I am ignorant of the numbers that they would need.

I have no doubt that a staff study could be made of that, and then the committee should determine what that limitation is. Otherwise, this thing may run away from us on that angle, too.

Mr. HEMPHILL. I had that in mind, and I had also in mind the fact that if we set some limitation, they can always come back to Congress and justify an increase.

Mrs. ST. GEORGE. Surely.

Mr. HEMPHILL. In your statement you said it should always be subject to review and control by Congress. Do you think Congress should always supervise the job, or leave it up to the administrative agencies themselves?

Mrs. ST. GEORGE. I think it should not be taken out of the hands of Congress or out of the hands of the Committee on Post Office and Civil Service.

The Congress and the committee have been working with them for many years, as you well know. They certainly should be the final arbiter. Also, they are the only protection the taxpayer, the average citizen, has in any of these programs. I would certainly think that was extremely important.

Mr. HEMPHILL. Thank you very much.

Mrs. ST. GEORGE. Thank you, Mr. Chairman, I sincerely hope you come up with a bill very soon.

Mr. HEMPHILL. We will now call on Mr. John A. McCart, legislative representative of the American Federation of Government Employees, AFL-CIO.

We are glad to have you with us.

**STATEMENT OF JOHN A. McCART, LEGISLATIVE REPRESENTATIVE,
AMERICAN FEDERATION OF GOVERNMENT EMPLOYEES, AFL-CIO**

Mr. McCART. Thank you, Mr. Chairman.

My name is John A. McCart, and I am legislative representative of the American Federation of Government Employees.

(Mr. McCart's prepared statement follows:)

**PREPARED STATEMENT OF JOHN A. McCART, LEGISLATIVE REPRESENTATIVE,
AMERICAN FEDERATION OF GOVERNMENT EMPLOYEES, AFL-CIO**

The American Federation of Government Employees endorses the three bills under consideration. All three would achieve the same objective—the formulation of a governmentwide training policy and the fulfillment of that policy in the establishment of coordinated training programs which will be of lasting benefit to the Government and its employees.

The two House bills—H. R. 6001 by Representative Rees and H. R. 1989 by Representative St. George—are more specific in detailing the application of the policy enunciated. The Senate bill S. 385 by Senator Johnston, chairman of the Senate Post Office and Civil Service Committee—places emphasis on training at non-Federal facilities. The House bills in some detail outline the use of both inservice and outservice training.

All three bills would apply their benefits to the personnel of the government of the District of Columbia.

There is an urgent need for this legislation, and it is our belief that early enactment of a satisfactory measure is imperative. The need is for a sound training policy which will permit expansion of existing governmental training activities as well as provide authorization for the use of nongovernmental facilities.

The decision to be made is whether the Government will adopt an adequate training policy now or through further delay lose the benefits of a plan which has so many mutually beneficial advantages for the Government and its employees. These bills will remedy the lack of coordination among governmental departments. This failure to provide a comprehensive and integrated training program represents a serious shortcoming in administration.

The general intent of these three bills is sound, in that they are designed to supplement the education and training which a person brings to his job upon entry into the civil service. It is not contemplated that the training program should provide education or instruction that will enable a person to qualify for a civil-service position. However, once having qualified for appointment, the program should assist the employee to improve his skills or so broaden his knowledge that he will become a more valued employee.

In this age of an increasingly acute demand for technical and professional personnel, it is of the greatest potential benefit to the Government to give its scientifically trained employees the opportunity to keep abreast of the latest

developments in advancing technology. Study of the need for effective and coordinated training activities, however, has demonstrated many advantages for both management and employees.

The Government would benefit immeasurably from a well-planned program because it is certain to lead to improved administration and economy of operation. Application by employees of heightened skills to their daily duties will increase efficiency, and efficiency means economy. There are other possibilities for monetary savings for Government.

It has been demonstrated that a training program contributes substantially to the reduction of turnover of personnel. The reason is that it gives the employee definite indication that there is a desirable future in his present job. He knows he is being prepared for advancement to positions of greater responsibility which will be rewarded by increased remuneration. There is created a morale factor which has tremendous advantages for management.

An effective training program will enable many more employees to make the public service a career. They are more likely to remain on a job that has opportunities for advancement. Knowing this they can have a large measure of satisfaction in a job well done. Many persons would prefer to stay in the governmental service but they feel impelled to leave it because of inadequate compensation and the fear of finding themselves in a dead end job when it may be too late to make a change.

The training program provided should be positive in its approach and broad enough to fulfill the variety of needs that are certain to arise within an organization as diverse as the Federal Government. While the program should be practical in its reference to daily operating problems, it should at the same time permit employees to avail themselves of the most advanced techniques and accepted improvements in the skills which they are utilizing in their employment.

What type of training will be provided and where it will be made available are decisions which have basic importance to the formulation and maintenance of a sound and effective training program in all agencies. The first determination to be made is whether a particular type of training should be provided by the Government and, if it is made available, whether it will justify the cost of providing it.

The three bills before this committee would permit training at non-Federal facilities. This is an important aspect of this whole training question because it requires specific legislative authority. It is also a phase which is likely to require greater watchfulness to prevent undue expansion to overcostly proportions. However, the practical approach to the implementation of the training policy adopted seems to be one of placing first emphasis on the utilization and coordination of governmental facilities in which civil-service personnel would be employed.

The problem of training in the public service is twofold. There is need for training which utilizes the property of the Federal Government and the services of its personnel. Then there is equally important need for training which utilizes the facilities and institutions, organization, or corporations which are privately financed and operated, as well as the facilities of State, Territorial, or local governments. There is provision in these bills for both types of training, and no undue restriction should be placed on either type. As to training within the governmental services, many agencies now conduct training activities, but these activities are not as extensive as they should be.

Private industry for many years has placed a high value on the utilization of every available means of improving the capabilities of their personnel. This has been done in various ways. Some industries and business firms have endowed fellowships and scholarships as well as awarding sizable grants to improve the facilities of educational institutions. Back of the subscription of millions of dollars by private enterprise is the ultimate objective of maintaining a reservoir of adequately trained personnel in the years ahead. The Government likewise should recognize the principle involved.

Many companies have established programs which not only satisfy the desires of their employees for training with direct application to their employment but in some instances they are permitted to include courses designed chiefly for personal improvement. Some firms pay part or all of the cost of the employees' off-the-job courses. Officials believe that all of this added education is certain to benefit the company as much as the employee.

The most recent survey by the National Industrial Conference Board indicated that in all of the tuition-aid plans studied the company pays all or part of the

tuition for the course in which an employee enrolls. Certain firms give special encouragement to their employees in technical and mechanical occupations to increase their knowledge and improve their skills. Although company participation in paying the cost may vary, there is virtually general agreement that such improvement in qualifications benefits the company as well as the employee.

The Hoover Commission in 1949 recommended legislation setting forth the policy of the Federal Government with respect to conduct of training programs for civilian employees. Again in 1955 the second Hoover Commission emphasized the need for Federal agencies to provide additional training for selected employees.

An important feature of such a program is the manner in which employees will be selected. There should be some specific provision in the policy and regulations governing selection of employees for eliminating favoritism or the selection of employees for training on any ground other than merit. They should be chosen for their capacity to learn and advance in their work. This policy alone will make a training program profitable for the Government.

If business enterprises consider it profitable to help their employees, it can be no less a compelling argument for the Government to formulate a positive policy and establish an active training program. Industry practice vindicates the proposals in the three bills under consideration.

It is desired in closing to acknowledge with appreciation the committee's invitation to submit our comment on the subject matter of these three bills.

Mr. McCART. With your permission, I would like to read excerpts from the prepared statement which we have presented to the subcommittee, which I assume is in the hands of the subcommittee members.

At the outset, Mr. Chairman, I should like to express our appreciation to you and to the subcommittee and to the authors of the bills for their deep interest in this very important subject to the point of their coming and appearing as witnesses in behalf of their measures this morning.

At the conclusions of my reading of excerpts, Mr. Chairman, I should like to make a few brief comments, if I may.

There is an urgent need for this legislation, and it is our belief that early enactment of a satisfactory measure is imperative. The need is for a sound training policy which will permit expansion of existing governmental training activities as well as provide authorization for the use of nongovernmental facilities.

The general intent of these three bills is sound, in that they are designed to supplement the education and training which a person brings to his job upon entry into the civil service. It is not contemplated that the training program should provide education or instruction which will enable a person to qualify for a civil-service position. However, once having qualified for appointment, the program should assist the employee to improve his skills or so broaden his knowledge that he will become a more valued employee.

It has been demonstrated that a training program contributes substantially to the reduction of turnover of personnel. The reason is that it gives the employee definite indication that there is a desirable future in his present job. He knows he is being prepared for advancement to positions of greater responsibility which will be rewarded by increased remuneration. There is created a morale factor which has tremendous advantages for management.

What type of training will be provided and where it will be made available are decisions which have basic importance to the formulation and maintenance of a sound and effective training program in all agencies. The first determination to be made is whether a particular type of training should be provided by the Government and, if it is made available, whether it will justify the cost of providing it.

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The problem of training in the public service is twofold. There is need for training which utilizes the property of the Federal Government and the services of its personnel. Then there is equally important need for training which utilizes the facilities and institutions, organizations, or corporations which are privately financed and operated, as well as the facilities of State, Territorial, or local governments.

There is provision in these bills for both types of training, and no undue restriction should be placed on either type.

As to training within the governmental service, many agencies now conduct training activities, but these activities are not as extensive as they should be.

Mr. Chairman, I should like to refer briefly to a study made of training practices in private industry.

The most recent survey by the National Industrial Conference Board indicated that in all of the tuition-aid plans studied, the company pays all or part of the tuition for the course in which an employee enrolls. Certain firms give special encouragement to their employees in technical and mechanical occupations to increase their knowledge and improve their skills.

Although company participation in paying the cost may vary, there is virtually general agreement that such improvement in qualifications benefits the company as well as the employee.

An important feature of such a program is the manner in which employees will be selected. There should be some specific provision in the policy and regulations governing selection of employees for eliminating favoritism or the selection of employees for training on any ground other than merit. They should be chosen for their capacity to learn and advance in their work. This policy alone will make a training program profitable for the Government.

Hence, Mr. Chairman, we endorse the intent of all of the bills under consideration by the subcommittee.

If I may, I should like to comment very briefly on the bill approved earlier by the Senate and the two bills introduced in the House.

The Senate bill is directed basically at training in nongovernmental institutions, providing the opportunity for Federal employees to acquire training at either public or private institutions outside the Federal agencies.

The two House bills which are under consideration by the subcommittee have a equal emphasis on both inservice and outservice training. It seems to us that it is necessary that there be the proper emphasis on the inservice training aspect of the program.

As indicated earlier, many agencies have conducted training programs for many years. On the other hand, it seems desirable to us

that the value of these training programs be related; that the better parts of training programs in one agency be made known to another agency, and that they be able to utilize them so as to prepare their employees better to do their jobs for the Government.

We feel that the Civil Service Commission should have the responsibility for coordinating and directing these training activities generally.

The Civil Service Commission would act in effect as a clearinghouse for the acquiring of information on the training programs from the various agencies, and disseminating that information so the training programs now in existence can be improved.

I have no idea of the cost, Mr. Chairman. It seems to me, however, that if Congress wants to put some limitations or at least to observe how effective this training program is, it could insert language in this bill requiring reports to be made at least during the first several years of the new program. That would enable the Congress to review the activities and the effectiveness of the new program, and at the same time would not place an undue burden on the agencies in their application of the new training techniques and the new training programs.

Mr. Chairman, with those comments I would like to conclude my testimony, and earnestly suggest to the committee that it report favorably on legislation which will apply both to inservice and outservice training.

Mr. HEMPHILL. Thank you very much. I want to say to you that we on the committee appreciate your cooperation with the committee, and we are always glad to have you before us.

Are there any questions?

Mr. DENNISON. Mr. McCart, thank you very much for appearing here this morning.

On the question you raised just a moment ago, relating to the reports, do I understand that none of these bills which now are pending before us contain provisions for reports to Congress by the agencies or by the Civil Service Commission?

Mr. McCART. To the best of my knowledge, they do not, Congressman. The Senate bill, when it was originally introduced, contained a provision requiring the President to report periodically to Congress. I do not have the bill as approved by the Senate before me at the moment. I cannot recall whether that particular provision was retained.

Mr. DENNISON. Thank you very much.

(Off the record.)

Mr. McCART. Mr. Chairman, I wonder if I might respond to the question which was presented by Mr. Dennison. I think it has been answered already in other testimony.

It is clear that the three bills under consideration do require reports to Congress on the progress and the development of the training programs, and the effect of this legislation.

Mr. DENNISON. Have you any recommendation as to how frequently these reports should be submitted? Annually, semiannually?

Mr. McCART. I think they should be submitted annually at least for the first couple of years of operation of the program, Dr. Dennison, and then when the Congress sees how the program is progressing, a determination can be made as to whether they should cease or be made more frequently or less frequently.

Mr. DENNISON. Have you any specific examples in mind, or could you get some, indicating the need for this type of legislation? I think all of us agree that training is an excellent thing, and I think we should bolster the capabilities of the civil service, but I was wondering if you knew of any particular cases where the lack of advanced training facilities had worked to the detriment of the civil service or of a particular department.

Mr. McCART. Mr. Dennison, I cannot cite you specific cases at this point. One thing does occur to me, however, at this time. We are in an era of automation. It affects the Federal Government as well as private industry. Certainly there is a great need for retraining employees in the uses of mechanical devices. As has been indicated in other testimony here, some of this has to be accomplished by contract out in private industry.

It is most important that both from the humane standpoint and from the standpoint of efficiency, appropriate training be provided employees who are now on the job and who are going to be required to work on an automated basis.

That is just one illustration which occurs to me. I think we may tend to think of this legislation in terms of training people for executive and managerial positions. But training is equally, if not more important in the lower levels also—the training of clerks and stenographers and mechanical employees also in new developments and things of that kind. I think that is where you will save even more money than you will with the training of future executives.

I do not have a specific example, Mr. Dennison, but I hope I have highlighted where I think this is a most valuable contribution.

Mr. DENNISON. I appreciate your answer.

That is all I have, Mr. Chairman.

Mr. HEMPHILL. Have you any further questions, gentlemen?

Thank you very much, sir.

Mr. McCART. Thank you, Mr. Chairman.

Mr. HEMPHILL. We are pleased to have with us the distinguished Director of the Bureau of the Budget, Mr. Maurice H. Stans. We are glad to have you with us, Mr. Stans. Those of us on the committee who are aware of your wonderful service to the Post Office Department are delighted in your elevation to the Cabinet-level position. Congratulations.

Mr. STANS. Thank you very much. I am delighted to be back again before the committee, Mr. Chairman.

STATEMENT OF HON. MAURICE H. STANS, DIRECTOR OF THE BUREAU OF THE BUDGET; ACCOMPANIED BY ROGER W. JONES, ASSISTANT DIRECTOR; AND CHARLES PARKER, OFFICE OF MANAGEMENT AND ORGANIZATION, BUREAU OF THE BUDGET

Mr. STANS. I have a prepared statement. I will proceed with that if it is agreeable, Mr. Chairman.

Mr. Chairman and members of the subcommittee: I appreciate this opportunity to appear before your committee to discuss the need for adequate authority for the training of civilian officers and employees. I am very glad your committee has found it possible to

hold hearings on training legislation, fitting this into your very full work schedule.

The Bureau of the Budget has long supported the enactment of legislation to give the departments and agencies the authority to train their employees. We informed your committee in our reports on these bills that we believe that general legislation authorizing intra-agency, interagency, and outside training would contribute substantially to improved efficiency in governmental operations. Those departments and agencies having this type of authority in appropriation or other acts report such results. Other agencies have reported an urgent need for such authority in their operations. All agencies have been deeply impressed by the success of such splendid Federal training institutions as the Industrial College of the Armed Forces, the National War College and the Foreign Service Institute. We also have the example of the dramatic and inspiring results of the Rockefeller public service awards, a program in which private resources have been used to train over 60 outstanding public servants from some 20 Federal agencies.

In the preceding two congressional sessions my predecessor as Budget Director gave testimony in favor of such legislation as that now before your committee. He voiced concern that most Federal departments are not authorized to train employees for the highest effectiveness. I have the same concern and wish to express to your committee my very strong support for suitable training legislation.

With the increasing tempo of discovery and improvement in various scientific, technical, and administrative techniques, the importance of such authority increases. Not only is it necessary to provide training to keep certain employees abreast of important new developments in their particular fields of responsibility, it frequently is necessary to train employees in new occupational areas. Many of these new occupations are ones for which people do not prepare or cannot receive adequate preparation prior to entry into the service. Unusual combination of skills or knowledge urgently needed in some governmental undertakings often are not offered in the standard curriculums of educational institutions.

Other testimony before your committee will undoubtedly provide many convincing examples of the need to train personnel in professional, scientific, and technical fields. I would like to add a special mention of the need for training in managerial and administrative subjects. One of the most important combinations of knowledge and skill needed in the Federal Government is that of scientific or technical background with supervisory, administrative, and executive training or experience. Scientists or engineers of outstanding technical competence can advance to positions involving general supervisory and administrative responsibilities without having had either training or experience in the fundamental managerial skills and processes. If we are to assure a fair measure of success in such undertakings, we must be able to supplement the individual's competence in his technical field with some training in the administrative areas.

Further, in managerial techniques and information just as in other areas of knowledge, there is a need for responsible personnel to keep up with new developments affecting their work. For example, if we are to secure the optimum benefits from the application of automatic

data processing equipment to administrative operations, personnel responsible for those operations must have an appreciation for both the capabilities and the limitations of the various types of such equipment. It would be an inexcusable waste of critical equipment and personnel to use or try to use such equipment in operations where it would be uneconomical. On the other hand, we want to assure careful consideration of every possibility to achieve economies in present operations. Persons responsible for study and decisions on such matters must be given the opportunity to acquire information about the various types of equipment and their capabilities as a basis for sound judgments.

I might interpose a few thoughts from my own experience, Mr. Chairman.

The business world has found employee training to be very necessary. My own accounting firm, which employed 250 people around the country, had regular training sessions every year for its professional people to keep them up to date with new developments, new techniques, new types of office equipment, and that sort of thing.

A number of my clients in various lines of engineering, sales, and manufacturing, maintain training programs, and I am sure that those programs would not have been maintained if they had not very substantially paid for themselves.

I know of some experiences that one company in particular had in the engineering field. It had very intensive and frequent training courses for all of its engineering personnel, whether engaged in production, design, or sales. Over a period of years the principal executives of that company have been graduates of that internal training program. By internal training I do not mean all the training was done internally. Outside people were called in to carry on the process of teaching and training that was involved. However, it was all done in relation to the specific jobs that the people had in the organization.

I could give you a number of other illustrations. I am certainly convinced that the process of training at the expense of the employer is a normal experience in companies of a size to carry on such programs effectively. I carry the same conviction that under the right circumstances and with the right limitations it would be a very effective thing in Government.

The need for adequate training authority has been highlighted by recent Comptroller General's decisions in this general area. On November 15, 1957, he ruled that the Secretary of Commerce did not possess adequate authority to pay the expenses of high level career officers designated to attend an executive conference sponsored by the Brookings Institution. This has been confirmed and supplemented in subsequent decisions. For example, on April 28, 1958, the Comptroller General ruled that the availability of Treasury Department appropriations for expenses of attendance at meetings (5 U. S. C. 277) is dependent upon whether the meeting concerns current activities peculiarly associated with the work of the Treasury Department in the performance of its specific statutory functions. It is not enough that the attendance would be beneficial to one or more functions or activities of the Department. In an informal meeting on this general subject some months ago, the Comptroller General suggested that the executive branch seek legislation to correct these deficiencies.

These opinions have restricted the authority of many agencies to have employees receive training on general management subjects—as differentiated from subjects of special program responsibility in the agency—as well as to have personnel attend any meetings on general management subjects. That employees have been willing to go to such conferences and meetings in leave status at a sacrifice in vacation time is a remarkable testimonial to the sincerity of purpose and dedication of Federal employees.

Another Comptroller General's ruling has indicated that adequate authority does not exist in most agencies for employees' acceptance of awards and benefits such as the Rockefeller Public Service Awards, the Sloan Fellowship, and the American Management Association Course Scholarship Award. Certainly so great a lack in our laws should be corrected forthwith. Broad training legislation should be enacted and it should contain provisions authorizing training, including attendance at meetings, related to general management as well as technical program subjects, and should permit acceptance, upon proper approval by the Government, of such reputable awards as those I mentioned.

It is well known that the business world generally finds it essential to provide certain employees with specialized off-the-job training to achieve economical and effective operations. The need is no less in Government agencies. There certainly should be general training authority available to all agencies.

In considering the type of employee training authority which should be enacted, your committee will want to consider carefully the nature of the training functions. Training, if it is to be effective, must be closely associated with operations, and the result of good training is better operations.

The President, as Chief Executive, determines general operations policy for the executive branch. He must also establish training policy for overall executive branch operations. In the departments and agencies, specific operations and training policy is decided at keyline management points, beginning with the top administrator, secretary, or director, and running down to actual operating levels—field installations or perhaps bureaus.

The President's leadership in training is needed primarily to assure that operations are, in fact, being improved through training, and to assure that any needed restraints are provided through appropriate coordination and inspection services. To assign executive branch training leadership to the Civil Service Commission rather than to the President, would separate training from operations, and would create a second point of executive branch leadership. This is not to say that the Civil Service Commission could not be assigned certain staff work, but the agency performing this staff function for the President should be responsible to him for its proper performance. Further, such staff agency should not be granted so great a degree of independent regulatory and enforcement authority as to remove effectively from the agencies the discipline and the responsibility of self-determination in inservice and outservice training which are essential parts of their operations.

One of the bills pending before your committee is S. 385. This bill was developed in the executive branch and it has the endorsement

of the administration as being adequate to provide the needed statutory foundation for training. This bill would provide the needed basic training authorization. Under its provisions, the President could authorize agency heads to provide employee training in accordance with such guides or limitations as he may prescribe. Decisions as to the particular training needs of the agency, or of individual employees, would be made by agency management in accordance with those policies. With the amendments suggested by the Civil Service Commission in its report to the committee, enactment of that measure would be an effective means of providing the needed training authority.

The other two bills pending before your committee, H. R. 1989 and H. R. 6001, do not, in their present form, adequately recognize the close association of training responsibility with responsibility for program operations, which I discussed earlier. H. R. 6001, however, can be amended without detriment to the features which differentiate it from the Senate bill. The basic objectives of both bills center around the provision of general training authority. The chief differences between H. R. 6001 and S. 385 center in the numerous features of H. R. 6001 which set forth in detail the standards and criteria which are to govern the provision of training in the executive agencies, and also the administrative procedures and controls which seek to prevent improper training administration in the departments.

Our concern with these statutory standards and controls, as compared with standards and controls to be set forth in Presidential regulations, has been of two sorts: First, we do not believe that there is so much danger of ineffective training or wrongdoing in the departments that inflexible criteria need to be implanted in statute, thus possibly hindering future growth and evolution of training; second, we do not believe that truly effective training programs can be regarded as a separate part of operations which should be regulated independently of the President.

These reservations do not present insuperable difficulties, and we have no objection to incorporation of limited criteria in the statute provided the Congress will agree that certain obstacles to effective administration should be modified.

Let me be specific as to training criteria:

(1) While some governmentwide training programs may be needed, the implication in page 2, line 12, that all training must be governmentwide should be omitted. (2) While a great deal of very effective training must be conducted by the supervisor as part of regular operations, the bill, page 4, line 11, would subject to the special controls and procedures even "indoctrination, drill, guidance, our work experience, under supervision." We suggest that this should be omitted. (3) Training is frequently essential to develop employees for more productive work beyond their present official duties, but the bill, page 4, line 18, seems to restrict training to official duties. For example, training in advanced mathematics might greatly improve the flexible utilization of chemists in certain kinds of research.

Now let me be specific as to procedures and controls, and these points we regard as critical:

(1) Nowhere in the bill is the supervision and control of the President mentioned. We strongly recommend this should be done at two

points—page 2, line 18, and page 3, line 8—thus making clear that both the agencies and the Civil Service Commission are responsible to him within the specific framework of the law. (2) The explicit prohibition against exercise of Presidential authority contained in the paragraph beginning on page 6, line 25, should be omitted. (3) In the event of noncompliance, the bill (beginning on p. 20, line 25) would give the Civil Service Commission sole authority to determine and decide the corrective actions to be required of the departments. We believe non-compliance should be reported to the President for such appropriate action as he may direct. This change would in no way prevent the President's use of the Civil Service Commission as his agent in taking remedial action. (4) As a matter of proper organization and effective control and responsibility, the departments and agencies should be authorized to train employees, subject to proper regulation, rather than be required to derive their training authority from what appears to be a central grant of authority to the Civil Service Commission with a subsequent delegation under regulations to be devised to cover the needs of each department and agency. Sections 6 and 7 of the bill should be modified to make this change in authorization. (5) There appears to be no need to have close regulation of the types and methods of intradepartmental training. We believe the bill should make this clear—see new language at bottom of page 10 of the bill. (6) Reports on departmental training under this bill should be transmitted to the Congress by the Civil Service Commission through the President, and the bill, page 22, line 16, should be so modified.

We believe that the kind of training programs contemplated under H. R. 6001 could be equally well provided under legislation more closely patterned after S. 385. However, if the House regards the explicit standards and controls of H. R. 6001 as essential, we have attempted to suggest the fewest possible modifications. I have marked up a copy of H. R. 6001 to include these specific recommendations, and would like to leave it for the committee's consideration. Such legislation would make the training authority consistent with the President's responsibilities as Chief Executive.

I have with me today Mr. Roger Jones, Assistant Director of the Bureau of the Budget, and Mr. Charles Parker, a member of the Bureau's staff. They are prepared to discuss any of the technical details of these proposals about which you may have questions.

Mr. HEMPHILL. Thank you very much, Mr. Stans. We might have Mr. Jones and Mr. Parker sit beside you.

A copy of the bill H. R. 6001, with the amendments suggested by the Bureau of the Budget, will be retained in the official files of the committee.

Mr. HEMPHILL. We have with us this morning our colleague, the distinguished chairman of the House Post Office and Civil Service Committee, Mr. Murray.

Mr. MURRAY, would you care to ask any questions?

Mr. MURRAY. Thank you, Mr. Chairman. I have no questions.

Mr. DENNISON. Mr. Stans, it is a pleasure to have you back before this committee. You have always enjoyed our highest respect. I join with my colleagues in wishing you the greatest of success in your new and very important assignment.

Mr. STANS. Thank you, Mr. Dennison.

Mr. DENNISON. I have 1 or 2 questions which I would like to ask you.

Section 12 of H. R. 6001, on page 12, contains the following language:

The number of man-years of such training by, in, and through non-Government facilities for each department in any fiscal year shall not exceed 1 per centum of the total number of man-years of civilian employment for such department in the same fiscal year as disclosed by the budget estimates for such department for such year.

Assuming that were to be enacted into law, do you have any idea as to what the maximum cost might be, or can you give us a range of the possible maximum costs of this bill?

Mr. STANS. Our estimate is that the maximum cost of this bill, and by that I would like to make it clear I mean the gross cost, would be about \$1 million a year. There are many agencies which would not have the use or the need for this type of training program.

There are many which would not need to use training to the extent of the full 1 percent.

I make a special point of the term "gross cost" because I am sure that while that would be the outlay, if this program is not worth more in return than that I would not only be greatly surprised but I would feel it was entirely contrary to the experience of industry.

In other words, I am sure that the gross cost should be offset rather promptly by offsetting advantages in economy, service, and efficiency of substantially greater amounts, or I certainly would not be here recommending this legislation.

Mr. DENNISON. You mentioned in your statement that the Comptroller General had issued a ruling that Federal employees cannot accept the awards or benefits of certain organizations, such as the Rockefeller public-service awards, and so forth.

In your opinion, does this legislation as now presented include authority to accept such awards or benefits, and if not would you favor an amendment which would include such authority?

Mr. STANS. We have included in the marked-up copy of H. R. 6001 which I have submitted to the committee a section which contains authority for such awards to be received.

Mr. JONES. This language has been checked out with the General Accounting Office, which has been very cooperative in the difficult situations we have had to face as a result of the Comptroller General's decisions. They are aware of this language and believe that it is adequate for the purpose.

Mr. DENNISON. I assume this proposed amendment would provide for leave without pay, or does it provide for leave with pay?

Mr. JONES. May I read it? You are handicapped not having it in front of you. This would be a new section 19 which would read as follows:

To the extent authorized by regulations of the President, contributions may be made by private sources and accepted by employees receiving training in non-Federal facilities without regard to the provisions of section 1914 of title 18 of the United States Code.

(b) Hereafter any appropriation available to any department or agency for expenses of travel, shall be available for expenses of attendance at meetings concerned with the functions or activities for which the appropriation is made or which will contribute to improved conduct, supervision, or management of those functions or activities.

(c) The functions and responsibilities of the Civil Service Commission under this act shall be exercised subject to approval of the President.

If I may go back to these subsections: The first may seem like a peculiar kind of amendment because it involves an amendment of a section of the Criminal Code, so to speak. Under section 1914 of title 18 of the code, Federal employees are prohibited from, in effect, having any increment to their salaries as Federal employees, and the purpose of this training such as the Rockefeller public service boards is to train a man and at the same time still keep him in a Federal status on leave without pay.

The Comptroller General has indicated that not only is this section involved, in his judgment, but also that the receipt of the award might be construed in some cases as an unauthorized increment to the appropriations of the agency. Therefore in order to be on the safe side and to make certain there would be no possible prosecution under the criminal statutes, this should be corrected to make these awards possible.

The second subsection, the Comptroller General felt strongly about in his own case. Although the General Accounting Office has an appropriation each year for management improvement, the Comptroller General felt the basic authorities of the General Accounting Office were not broad enough to permit him to send any of his own employees also to these training conferences, which as the committee knows are being financed by a grant from the Ford Foundation, and which are bearing fruit already, we think.

Although it was a matter of great regret to him Mr. Campbell felt he had to construe the law as he saw it and had to withhold approval for his own people to attend.

MR. DENNISON. Are there any limitations on the acceptance of private scholarships in your amendment? I am thinking of possible situations where—

MR. JONES. These would be subject to presidential regulations. It is contemplated, of course, that you would limit it to the kinds of things which definitely would have a benefit to the Federal Government.

MR. DENNISON. Have any regulations been proposed or been worked out as an initial draft to implement the amendments to which you referred?

MR. JONES. To the best of my knowledge there have not been. There is one other type of situation where we have tried to work a little on some regulations but I do not have the text of them with me.

Under the same construction of the basic statutes the Comptroller General has found it necessary, if I may give just one example, to say to the General Services Administration that he doubts whether their basic authorities are broad enough to permit General Services Administration employees to attend the Industrial College of the Armed Forces, which has, by all odds, the best procurement training course that we know of.

Here is GSA charged with the major part of Government procurement, unable to take advantage of the best procurement training that the Government can give because of an absence of general authority.

GSA and the Industrial College sat down and tried to figure out exactly how to write the regulations. I do not have them well enough in my mind to even paraphrase them.

Mr. DENNISON. That is all I have. Thank you.

Mr. HEMPHILL. Mr. Gross?

Mr. GROSS. In your statement, Mr. Stans, you say you also have the result of the dramatic and inspiring results of the Rockefeller public service awards, in which private resources have been used to train over 60 outstanding public servants from some 20 Federal agencies.

Could you give me the names of a few of these outstanding public servants who have been beneficiaries of these grants?

Mr. STANS. One member I know offhand is from the Bureau of the Budget. He received a Rockefeller public service award and a grant to make some studies for a period of a year's time in the field of national income statistics. I think it is the kind of an award which is very stimulating to people of that type and the studies will be very effective and will produce something of real value for the Government.

If you want other illustrations I will be glad to submit them for the record or perhaps Mr. Jones can recall others.

Mr. GROSS. I suspect that I feel differently about the use of these funds. I suspect I have a different philosophy than do the Rockefellers. In consideration of this bill I think if we are going to have a Government training program it should be paid for by the Government and not by the Rockefellers or the Fords or others who have set up huge funds in this country, tax exempt by the way, to indoctrinate people in their particular philosophy.

I take it that the administration favors S. 385.

Mr. STANS. We favor it and would have a preference for it, but in view of the House bill, H. R. 6001, we think if some amendments are made to that it would be entirely acceptable, and the House may prefer to have some of the terms and conditions spelled out in greater detail than in S. 385.

Mr. GROSS. In S. 385 there is practically no mention of the Civil Service Commission, is there? I have not had an opportunity to study the bill carefully.

Mr. STANS. You are right, Mr. Gross.

Mr. GROSS. The Civil Service Commission is effectively read out of S. 385, is it not?

Mr. STANS. There is no mention of the Commission. The responsibility is to the President to issue regulations.

Mr. GROSS. So S. 385 would be a bill under which the President would issue the regulations and not the Civil Service Commission. Is that correct?

Mr. STANS. That is correct, yes.

Mr. GROSS. I just do not understand why. Why do you want to bypass the Civil Service Commission?

Mr. STANS. I assume that in the ordinary course the President would probably look to the Civil Service Commission for administration, as he would under the amendments we have proposed in H. R. 6001. Certainly the President would have to delegate the responsibility to the usual channels of administration in the personnel field.

Mr. GROSS. But it says nothing about to whom the administrative authority will be delegated, does it?

Mr. STANS. No, it does not.

Mr. GROSS. So it is wide open.

Mr. STANS. In that sense it is, yes.

Mr. GROSS. In that sense it is. I am afraid I cannot go along with S. 385 as one member of the full committee and not a member of this particular subcommittee. I cannot go along with S. 385.

I want to see the training machinery spelled out. Under these circumstances it seems to me under S. 385 it would be wide open to abuse. I am not confining that to the present President but we may have another chief executive one of these times, and I don't know who he will be.

The amendment you propose with respect to private contributions is lifted from S. 385, is it not?

Mr. JONES. That was not in S. 385 as it passed the Senate, sir.

Mr. GROSS. It is in S. 385 as we have it here.

Mr. JONES. I am sorry. With respect to the contributions that is correct. With respect to the travel it was not.

Mr. GROSS. With respect to contributions from private sources it was.

Mr. JONES. Might I make one comment about what you referred to as your philosophy, Mr. Gross?

Mr. GROSS. Certainly.

Mr. JONES. Mr. Rockefeller, in consultation with a number of us who from time to time have advised on this program, has indicated that it was part of the purpose of himself, his brothers, and Princeton University when the program first was set up to test the validity of the concept of training by what in academic life is known as the sabbatic year device. They hoped if their program proved successful, and Mr. Stans indicated that he believed it has, the Federal Government then would authorize its own training and it would then be possible for the Rockefellers to withdraw from any further program of this kind.

This program up to date has spread over a period of 5 or 6 years now and has involved expenditures in the neighborhood of \$800,000. I do not believe Mr. Rockefeller contemplates he will keep it up indefinitely.

It was to be a limited experimental type of thing to see whether the sabbatic year concept was valid in the Federal Government.

Mr. GROSS. Mr. Stans, I seem to sense a relationship between the training program which you advocate and the career executive program. I hope I am wrong but I seem to sense that particularly in the amendment you have suggested to the bill.

Mr. STANS. I think I can assure you, Mr. Gross, there is not intended to be any relationship at all in the two propositions at all. They ought to stand on their own feet entirely.

Mr. GROSS. I think so, too, but I can see how this may well be dovetailed into the hierarchy that some people are trying to establish, using top-level employees of Government.

That is all, Mr. Chairman. Thank you.

Mr. HEMPHILL. Thank you, Mr. Stans.

I have a question or two. Did I understand your testimony to be that you think the cost would be absorbed without additional appropriations?

Mr. STAN. I think the costs should be absorbed without additional appropriations.

I recognize that there is always a time lapse between training somebody and getting the benefits of the training, but in most of the organizations the amounts involved in the first year's training should be so small relatively that they should be absorbed.

I would not propose that there be any separate appropriations or additional funds for the purpose of this program.

Mr. HEMPHILL. In other words, if we pass legislation of this nature it would not be your recommendation—and certainly would not be with your approval—that any agency or the Civil Service Commission go to the Appropriations Committee for additional funds next year or in succeeding years?

Mr. STANS. That is my point of view; yes, sir.

Mr. HEMPHILL. On page 6 of your testimony, in the second paragraph, about line No. 7, you said:

To assign executive branch training leadership to the Civil Service Commission, as is proposed in this bill, rather than to the President, would separate training from operations, and would create a second point of executive branch leadership.

Am I to understand that the recommendation from the Bureau of the Budget is to remove congressional control?

Mr. STANS. Not at all. The language we have submitted in the marked-up copy of H. R. 6001 specifically provides for review by the Congress of the program.

The point that is made here, Mr. Chairman, is that the program should not be set up so that training is given for the sake of training. Training should be given in relation to a specific operational responsibility or job or functions in an agency. That should be determined basically in the normal executive branch relationship of the responsibilities of the President, the head of the agency, and the agency people.

The Civil Service Commission should administer it, should evaluate the program and its effectiveness, and determine that the responsibilities and guidelines in the law are adhered to.

We do not think the Civil Service Commission should establish a program, for example, to train accountants as such broadly, or train machine operators as such broadly. The training should be in relation to the needs of each individual agency, and that involves simply, as I said earlier, avoiding the separation of training from operations.

Mr. HEMPHILL. And in keeping with that philosophy you think Congress should set the guidelines?

Mr. STANS. As I say, with the amendments we have suggested we are quite satisfied to have the Congress set the guidelines that are in H. R. 6001. We would not object to them at all.

Mr. HEMPHILL. We understand there are two House bills. The Senate bill gives general authority and these House bills spell it out?

Mr. STANS. That is correct.

Mr. HEMPHILL. Actually, since the House committee and the corresponding committee of the Senate are the watchdogs of this situation, I hope and believe, should we not set up the standards and guidelines insofar as possible by legislative measures?

Mr. STANS. That is correct.

Mr. HEMPHILL. Actually, since the House committee and the corresponding committee of the Senate are the watchdogs of this situation,

I hope and believe, should we not set up the standards and guidelines insofar as possible by legislative measures?

Mr. STANS. As I say, while there might have been more flexibility, and there usually is more flexibility when the law does not spell out all the guidelines, in a program of this type in which there is very little experience, where Congress will want to watch it particularly, we see no objection to the provisions of H. R. 6001 with the new amendments we have suggested.

Mr. HEMPHILL. We had some testimony before another subcommittee here about a training program in the Internal Revenue Service. Are you familiar with that program?

Mr. STANS. I know there was such a program which occurred before I came with the Government but I am not too well acquainted with the results of it.

Mr. HEMPHILL. The testimony before that subcommittee was that it was a successful program, that no additional costs were involved, and that it has helped considerably in the Department.

With that experience, why take it away from the Civil Service Commission which actually should have been thinking along these lines and engaging in some sort of policy decisions which would require appropriate training?

Mr. JONES. The Internal Revenue Service experience is one I happen to have had some contact with because I assisted them in some of their work. I have lectured each year for the last 3 years to their trainees and met with them for the better part of 2 days, so I know the kind of men they have brought in.

In developing that training program their Director of Training had very close contact with the Civil Service Commission and used to the fullest the facilities of the Civil Service Commission in developing information about background, about length of experience, about the kind of people who took the examinations to go into the Internal Revenue Service.

What they could not get from the Civil Service Commission was the actual kind of experience that they had had over the years, in developing people up to the point of roughly the high intermediate grades, GS-14 and GS-13, and then to have a man top out and not become a good candidate for appointment as a district director or as a chief of inspection in a district or as a top man on the staff of one of the Internal Revenue Service regions. This training program was designed primarily to take these men about midpoint in their career, give them a broader vista, give them an opportunity to see what the overall impact of the Internal Revenue Service was, and make real leaders and executives out of them, make men who could run major segments of offices in the districts and regions.

From my observation, which has been limited to a couple days a year for 3 years, I think it has been a tremendously successful thing.

I am sure the Civil Service Commission would be the first ones to admit they could not have designed and spelled out all of the necessary bits and pieces of that program to be of most use to Internal Revenue.

If you attempted to do the same kind of thing in other bureaus of the Treasury Department, for example, it would require adjustment of the program for the particular bureau and program.

Mr. HEMPHILL. I gather from that statement that you do not contemplate, if this program is put into effect, a transfer from one agency to another of these people who are found to be qualified or caused to be qualified by this training?

Mr. JONES. You would greatly facilitate transfer. I am quite sure there have been some transfers as a result of the Internal Revenue Service training program to other parts of the Department of the Treasury in field jobs. Sometimes transfer from one bureau to another is just as important, and I am sure also that I have been told of several instances where a man has gone into a regional office of another agency as a result of this training.

That is intraservice training of a specific kind as opposed to some of the other things that might be done where perhaps the Civil Service Commission could provide more assistance, laying out general outside training of the kind which we now depend on the agency to develop with the universities, as, for example, the Navy comptrollership course at George Washington University here in town. This has provided Navy with a rather large number of people for their fiscal and financial control work which they could not get anywhere else.

Mr. HEMPHILL. May I ask you this: If the Chief Executive were assigned the sole leadership and control, would that not cause a new commission, and a new staff to be set up, and a number of people to be employed, for the purpose?

Mr. JONES. I would be willing to wager, on the basis of my entire experience in Government of 25 years, that that would not happen. This new program would be assigned in all probability to the Civil Service Commission. It would be the central coordinating, implementing force.

Mr. HEMPHILL. Go right back to the Civil Service Commission?

Mr. JONES. Yes, sir.

There would be this difference, sir, as the Director made clear in his testimony:

H. R. 6001 as it was originally drafted and introduced into the committee seems to center all of the authority in the Civil Service Commission. They would analyze department needs and issue regulations to fit each of the specific departments and, in effect, redelegate authority to train.

Actually I think we are, perhaps, not at all far apart from the committee because I do not believe the committee would want that, either.

What we are saying is to get this thing tied to operations, going up in a normal line, through to the President. There still is a coordinating and inspecting and implementing job to do for the President, and obviously the Civil Service Commission is the one agency of Government which is equipped to do that at the present time.

How the Government may be organized 5 years from now or 10 years from now, I do not know.

Mr. GROSS. Then why is it not in S. 385, which you people wrote?

Mr. JONES. Just a difference in approach to how you do these things. The executive branch when it develops legislation, I think as a matter of course, almost always presents the legislation in terms of general and broad authorities with the maximum of flexibility. That doesn't mean you cannot tie it down when the Congress wants to establish criteria.

The criteria by and large of H. R. 6001 are fine. They provide a definite means for the Congress to perform its oversight role on a continuing basis.

I believe Congress would do exactly the same type of thing under regulations of S. 385 but there is a slight difference in approach.

Mr. GROSS. There is more than a slight difference.

Mr. HEMPHILL. You people go on record as saying you are not trying to substitute executive order for legislation?

Mr. JONES. Against the wishes of Congress in this case, no, sir; we are not.

Mr. HEMPHILL. Are there any further questions?

Mrs. GRANAHAN. I am wondering about S. 385, where it states:

the President of the United States may authorize the heads of Federal agencies to obtain training at non-Federal facilities for civilian officers and employees of their agencies, when they find that such training will be in the interests of the Government.

That is frightening to me.

Mr. JONES. If it is too broad we are willing to say nay.

We refer to the kinds of things such as International Business Machines Corp. now does with their courses for people in electronic data processing equipment. In many cases Government training in such equipment now has to be undertaken by putting a training clause in as part of the contract for equipment.

We feel that is a subterfuge in a sense. It is a way around, and the executive branch is never very comfortable about using it.

Mr. HEMPHILL. We found in other studies that not only do we not have a sufficient roster of competent personnel throughout the entire Federal civil service but we also found that there has been no overall job study which would set up the criteria in general. Does this help that situation?

Mr. JONES. I think it would. It is difficult to speculate on how this thing will work. We do not know what the response will be, or how much the agencies will want to go into it, or what the results will be.

If we can draw from the analogy of business experience, we think it will be highly successful. If those analogies are not correct we might find it would not be.

Certainly you are correct that in the efforts to develop standards, as we call them, for jobs on an across-the-board basis, the Civil Service Commission has discovered that the agencies have very widely different criteria as to what those standards should be.

In some fields they are uniform, but generally when you get into the management areas they are not uniform.

Mr. HEMPHILL. Mr. Dennison?

Mr. DENNISON. I wanted to point out that John D. Rockefeller 3d testified before the full committee on May 15, 1958, and submitted for the record, Mr. Chairman, a complete list of all the people who had engaged in his particular training program, the positions they hold, the amount of the award, and so on, so we already have that in the record.

I just have one other question. Referring to H. R. 6001, page 7 of the bill, do you take any exception of sections 5 and 6?

Mr. JONES. No, sir. In section 5 there is only one change we would make. In the language half way through section 5 where it says,

"Upon appropriate request the Commission is authorized" we think it would be very much clarified if it said simply "Upon request of a department," and so on.

Then in section 6, beginning at the bottom of page 7, line 20, the only change which we would make, other than editorial, would be to take one part of that out and move it over to another section in order to put the authority for the establishment of these programs in the departments. If I may take a moment, I will read section 6 as it would stand and then show you what we do with this one sentence.

The Commission, after consideration of the needs and requirements of each department for training of its employees and after consultation with those departments principally concerned, shall prescribe regulations containing the principles, standards, and related requirements for the programs, and plans thereunder, for the training of employees of such department under authority of this act (including requirements for appropriate coordination of and maximum practicable uniformity in such training programs and plans of the departments). Such regulations, when promulgated, shall enable each department to establish, operate, and maintain, in accordance with this act, programs and plans for the training of its employees by, in, and through Government facilities and non-Government facilities, and shall provide for adequate administrative control by appropriate executive authority, necessary information with respect to the general conduct of the training activities of each department, and such other information as may be necessary to enable the President and the Congress to discharge effectively their respective duties and responsibilities, for supervision, control, and review of training programs authorized by this act. Such regulations also shall cover—

and then we make no change in the detailed criteria.

The one sentence we have taken out reads as follows:

Line 6: Each department is authorized to establish, operate, and maintain, in accordance with this act, programs and plans for the training of its employees by, in, and through Government facilities and non-Government facilities and shall provide for adequate administrative control by appropriate Executive authority.

That we would move over and put as a new section 7 (a) at the start of page 11.

MR. DENNISON. You retain the language, however, that is there?

MR. JONES. Yes, sir. Language with respect to criteria, in recognition of the desire of this committee to keep that more precise and keep it directly under congressional control, we would not change.

MR. DENNISON. You do not substitute any language for that?

MR. JONES. Only the two little editorial changes I mentioned.

MR. DENNISON. Otherwise in those two sections you have no other objections?

MR. JONES. That is right.

MR. STANS. Although it has not been referred to here, I would like to say that one of the cautions that I think are important to be observed is this: To see that this bill does not undertake to educate people or to give them broad courses of study in areas of self-improvement which ought to be their own personal responsibility.

This training program should be related to the betterment of their own work on their job or the job toward which they should be guided.

MR. GROSS. I heartily agree.

MR. DENNISON. I think H. R. 6001 takes that position, too. On page 4, line 18, we refer to training to develop the abilities, skills, and qualifications of such employees in the performance of that employee's duties.

Mr. STANS. I agree and wanted to emphasize the point.

Mr. HEMPHILL. Did you not propose to strike out "official duties"?

Mr. STANS. No, only the word "his." We thought that was too narrow and would limit an employee's training to exactly what he is doing at the moment.

Mr. JONES. One other thing. The Director referred to the suggestion that the Commission not control the intradepartmental training.

That is a point which the General Accounting Office made strongly to us and made it in their report to the committee, I believe.

In consultation with them one of the amendments which we propose and which would appear as a new subsection (d) at the bottom of page 10 reflects this recommendation of the General Accounting Office, and would read:

Nothing contained in this section shall be construed to authorize the Commission to prescribe the types and methods of intradepartmental training or to regulate the details of intradepartmental training programs.

GAO was afraid that if the Department wanted to do something about training its own file clerks, for example, the bill was too broad. They would have to construe it to require the Civil Service Commission to come in and prescribe all of the details. They do not think it is necessary, and the Civil Service Commission agrees it is not necessary. That is the reason for the amendment.

That is the one amendment, except for the one on the travel, which is not Budget Bureau originated.

Mr. HEMPHILL. Could you furnish for the record the list of the statutes you think might be in conflict with what we have to consider and put it in the record as part of your testimony?

Mr. JONES. I do not understand the question.

Mr. HEMPHILL. Would you give us a list of the applicable statutes with which you are concerned?

Mr. JONES. They are set forth in the amendments, sir. It is primarily the one section of the Criminal Code. I do not believe the Comptroller General would agree we could make a complete list of all of the departmental general statutes which are lacking, because he does not like to decide a moot case, as you know. He answers a specific question when it is put to him.

He has said that authorities of the Department of Commerce are not broad enough to do this kind of training. His own authorities are not broad enough to do this kind of thing.

He has not attempted to make a survey through the code of all the statutes which would be involved. We cannot comply literally with your request.

Mr. HEMPHILL. Mr. Dennison?

Mr. DENNISON. One further question. It is my understanding that this bill will consolidate into one law most of the special training authorities which are now in existence.

Mr. JONES. Yes, sir.

Mr. DENNISON. And it will make unnecessary and will specifically repeal 10 separate laws now authorizing outservice training of employees in a number of agencies.

It lists the Atomic Energy Commission, CIA, Civil Aeronautics Administration, Bureau of Public Roads, Federal Maritime Board, Mari-

time Commission, National Advisory Committee for Aeronautics, and the Veterans' Administration.

I am wondering if it would be possible for the Bureau of the Budget to submit for the record an accounting of the cost of those particular programs which will be eliminated or repealed by this bill, perhaps on an annual basis or any other proper fiscal year basis.

Mr. JONES. We have not attempted to get that information to date. I think we could.

I do not know whether we could do it appropriately for the Central Intelligence Agency. I am sure you are acquainted with their situation.

Mr. DENNISON. Could you make an effort to get that information for the record?

Mr. JONES. Yes, sir.

(The information requested was not available at time of printing but will be submitted for the official committee files.)

Mr. DENNISON. I also understand that the bill will eliminate the need for reenactment of outservice training authority now granted in five agencies—Civil Aeronautics Administration, Food and Drug Administration, Department of Defense, Internal Revenue Service, and Post Office Department. Could you get similar information for those five agencies or departments?

Mr. JONES. We can try. I am not sure whether the agencies have it broken down in the way I believe the committee would want it, but we will see what we can do.

Mr. GROSS. The Central Intelligence Agency can give you an overall figure of expenditures for training purposes, can they not, without revealing any supercolossal secrets?

Mr. STANS. I do not know because that is one agency in which the congressional control and the executive branch control are kept in as few hands as possible. I cannot answer your question. I will try.

Mr. GROSS. We have come to realize that in this committee. It is very difficult to get any information from Central Intelligence Agency, even with regard to overall figures without identification as to jobs, persons, or anything else.

We would appreciate it if we could have an overall figure from you concerning them.

Mr. JONES. It might be something that their own representatives would prefer to give and discuss with the committee on or off the record.

Mr. HEMPHILL. In keeping with Mr. Dennison's remarks of a minute ago, as we understand it now, since the cost would be absorbed there would not be a necessity of any appropriations on any of these?

Mr. JONES. I want to be sure I do not get off the track there, Mr. Chairman. Until I see what these figures are or whether the agencies have those figures exactly I cannot tell how they would construe your statement. It is obvious that training costs something. If I am on leave from the Bureau of the Budget to take a course of special study, and the Budget Bureau continues to pay my salary as well as my tuition, there is a cost involved.

However, what the Director referred to was that that would not be additional cost. The year I was away I would not be replaced by an additional employee who would cost the equivalent of my salary, so

there would be no added cost beyond that for tuition and similar charges. The cost of those would be absorbed by the agency within its own appropriation.

I am sure it would not be correct to say that we could, by the enactment of H. R. 6001 and the repeal of certain of these authorities and substitution of a general authority, reduce the present costs in their overall budget which can be allocated to the training function.

Mr. HEMPHILL. Can you say you would not increase them?

Mr. JONES. I am quite sure we can say we would not increase them.

Mr. HEMPHILL. And that there would be no request for increased appropriations on the basis of the authority?

Mr. JONES. That would be the case unless there were some particularly outstanding example where the agency would want to come to Congress and lay out specific reasons as to why he wanted to undertake a mass training program, or something of that sort.

Mr. HEMPHILL. Any further questions?

Thank you very much, gentlemen.

Mr. STANS. Thank you, Mr. Chairman.

Mr. HEMPHILL. At this point in the record there will be inserted, unless there is objection, and I hear none, the statements of Mr. James R. Watson, executive director, National Civil Service League, Mr. Harold W. Dodds, president emeritus of Princeton University, and Mr. Dillard B. Lasseter, executive officer of the Organization of Professional Employees of the United States Department of Agriculture.

(The information referred to follows:)

STATEMENT OF JAMES R. WATSON, EXECUTIVE DIRECTOR, NATIONAL CIVIL SERVICE LEAGUE

The National Civil Service League endorses the principle of S. 385 and urges immediate action to develop a legislative policy on training of Federal employees.

(1) Training is essential to meet the needs of the space age; (2) surveys such as the Cordier report point out case after case of able men on whom are suddenly thrust new and almost unknown responsibilities—of science and of administration; (3) it is an axiom of business that a man has to have worked in at least three different areas to be a successful executive. This means training.

Our purpose in submitting this statement is purely a citizen interest. We are concerned about the efficiency and effectiveness of Government in an age when economic affairs and international relations grow in complexity year by year. It is clear today that the most important service for manpower to perform the vital activities upon which the public is so dependent is in the career service itself.

With life changing so rapidly, our public service must have an opportunity for the most modern and effective management tool—training. We need a training policy that is as vital as life today, that can be adapted, adjusted to meet the changing phenomena of the coming years. We stress here three main points:

(1) Training is essential to allow scientific, economic, and executive people to keep up with modern developments and therefore provide the public service with essential tools, techniques, and knowledge. In the areas of space satellites, atomic energy, and jet propulsions, the scientific progress is staggering. We do not know what to expect year by year or how soon today's new development will be obsolete. These developments bring economic, social, international, and other governmental implications. Since we are dependent upon the career service for manpower, we have an obligation to them and to the public in general to keep up with the times and alert to the great public responsibilities.

(2) Training is both an incentive in itself and a basis for new incentives that can bring professional pride, new opportunities, and an essential stability into a service that is frequently weak on incentives and faces periods of high turnover and serious manpower shortage. The effectiveness of a worker will depend upon his professional and public service spirit. The backwardness of

governmental management can dampen the enthusiasm of a man for his job and kill the public service incentive and pride. The lack of opportunity to keep up professionally with his colleagues both in and out of Government again will drive a good professional man out of Government or rob him of his professional and public service enthusiasm. Vital training programs can improve a man's professional abilities and instill a sense of urgency about the public service.

(3) Training is needed to enhance the democratic vitality of our career civil service. We have a Federal service that does not necessarily force a man to stay in tight, narrow occupational compartments. Frequently, those who have become executives have served previously at technicians, professionals, or clerks. Our system allows those with ability to progress into areas of greater service, responsibility, and rewards. However, our backwardness in training frequently prevents persons in such positions from having the basic training that would provide a greater knowledge of the job and use of tools that can be acquired to enhance natural ability.

The subcommittee will certainly receive materials concerning the experiences in private industry. Prior to World War II, American industry paid little attention to training employees. Today the programs grow more extensive and intensive. The National Civil Service League would be glad to prepare a special report on this, if requested. However, the Civil Service Commission has a great deal of material already available.

The practical fact is—business finds training to be a vital investment from a business point of view. Certainly Government drastically needs to follow this example.

We must consider this matter within the highest sense of urgency. America's greatest resource is manpower. The greatest test of the free world is to maintain our way of life. No investment in survival can bring more certain results faster than to release, develop, and stimulate the talents in our Federal career people—the most vital tool for this being training. Continued confusion regarding training policy can truly deprive the United States of a vital element for survival.

STATEMENT OF HAROLD W. DODDS, PRESIDENT EMERITUS OF PRINCETON UNIVERSITY

Mr. Chairman and members of the subcommittee, the committee deserves the commendation of all good citizens for its serious interest in the improvement of the civil service through a broader executive development program. As Chairman of the Task Force on Personnel and Civil Service of the Second Hoover Commission, I came to the firm conclusion that one of the best things that Congress could do for the improvement of the Federal service would be to authorize for the entire executive branch the opportunities for off-the-job training and development which are now enjoyed by a few agencies.

Legislation of the type which your committee is considering to correct existing inequities by extending generally the opportunities now open to a few would, I believe, represent an exceedingly valuable public service. Those agencies which have had the right to detail personnel for such training in non-Federal institutions have obtained extremely satisfactory results. The success of the Department of Defense has been notable. The program of this Department has included such fields as engineering, physical sciences, social sciences, medical sciences, business administration, and the law. This policy which is now an accepted practice of progressive management in nongovernmental organizations of many sorts—corporations, labor unions, and religious orders—should be applied generally in the Federal Government.

Government service is a complex and demanding vocation. Civil servants are specialists in government but the opportunity to gain perspectives through work and study in outside assignments will serve to raise the level of efficiency generally. It is not the responsibility of Government to provide the basic training of young men and women to qualify them for entrance to the public service. But once in service, no employer, public or private, can escape the responsibility for development programs which improve the efficiency of the staff.

The relatively small amount of money required to provide off-the-job training for the meritorious public servant will be returned to the Government many times in the form of more economical administration and greater dedication to service.

America's leadership of the free world has enormously complicated the task of American Government. Consequently, the need for a systematic executive development of our career public servants is more acute than ever before.

STATEMENT OF DILLARD B. LASSETER, EXECUTIVE OFFICER, ORGANIZATION OF PROFESSIONAL EMPLOYEES, UNITED STATES DEPARTMENT OF AGRICULTURE

My name is Dillard B. Lasseter. I am executive officer of the Organization of Professional Employees of the United States Department of Agriculture, usually referred to as OPEDA.

Our organization appreciates this opportunity to appear before this committee to endorse another constructive piece of legislation. With your permission, I should like to present the views of our organization on the proposed legislation.

The Organization of Professional Employees of the Department of Agriculture has long recognized the major contributions of intensive professional training to effective public service. We have, therefore, consistently supported legislation which is designed to facilitate productive training in the Federal service. Of vital importance is the proposed legislation which would authorize Government-financed training of selected Federal employees at non-Federal facilities. We reaffirm our position of strong support for this legislation.

In recent years the need for such authority has steadily increased. Currently the need is acute. It is the result of several strong and inescapable influences. Two primary ones operating together are (1) the critical shortages in skilled scientific and professional manpower, and (2) the rapid advances made in the technology of many fields. I shall confine my remarks primarily to the agricultural science fields. However, the general need for such training authorization is pressing in practically all of the professional fields across most Federal agencies.

Some specific areas within Agriculture where this training would be most valuable include microtechniques in wood plastic and chemistry, extended application and research in genetics on improved wood cellulose production and forest tree derivatives including naval stores, radioactivity in the study of disease control and plant growth, analytical techniques required for studying fertilizer use and management and telecommunication engineering study to advance an effective program for bringing modern telephone service to rural areas. Several other examples could be added to this list.

Current and rapid technological advances in agriculture and the related industries have given rise to greater specialization and intense demands for people with combination of special skills. Long-range planning and decisions, for example, as to the influence and adaptability of nuclear science and power in the future of American agriculture requires a knowledge which can only be obtained outside the Department. The advent of electronics data processing has inherent problems and methods which require specialized training, if the advantages of automation are to be realized. I cite two examples, only, where growing manpower shortages exist and advanced training is critically needed—the statistical and mathematical fields. None of these educational facilities is adequately available within the Department.

New programs legislated by Congress engender new responsibilities for technical and administrative competence. The increasing complexity of our modern organizations and interrelationships, both national and international, require advanced training in public administration's latest techniques and developments. In essence, all of the biological, physical, and social sciences generally require facilities and skilled instructorship that just do not exist within the Department.

We do not propose that this legislation should provide the same rights as that of a planned system of sabbatical leave which has characterized the advanced training of the faculties of most American colleges and universities. Many of our truly great advances in science and administration have come from these men who were afforded this periodic and planned opportunity to keep abreast of major developments and carry on individual advanced study. Similarly, the Nation's future welfare and security can be promoted and protected by a dynamically trained Federal service personnel who are given this same opportunity. The needs of the specific public service job working toward the total national welfare should govern the selection of men qualified for and in need of such individual training. I reaffirm OPEDA's support of this principle which is recognized by the current legislation under consideration.

Private industry also has long recognized the value of scheduling and financing specialized training in outside facilities for selected personnel. The top position of American industry in the worldwide scene, and the resulting contributions to our high standard of living speaks of the high level skills, knowledge and executive competence. In great measure this leadership stems from their latitude to seek out and utilize advanced training in the best equipped and best staffed laboratories and educational institutions of the Nation.

We have long been proud of our world leadership in the professional agricultural arts and sciences. In no other period of our history has the need for continuing this strong position been more crucial—nor has this leadership been in greater jeopardy. Of equal importance is the great challenge for national leadership in maining a stable agricultural economy through technological advances which keep apace with the Nation's needs. This means getting, keeping, and developing competent people for all of the many fields of scientific and professional achievement. Putting the principle to work by means of training legislation which enables the maximum development of our people will directly contribute to efficient and effective public service.

In summary, this message has outlined some of the prime factors which are directly affecting a needed high level development program for professional personnel.

Although H. R. 6001 and H. R. 1989 would provide the authority which the agencies so badly need, S. 385 would provide the type of authority which could be most efficiently used by the Federal agencies. It is recognized that the Congress is concerned with the manner in which the agencies use this authority and that steps must be taken to prevent abuse of it. However, it is believed that the most effective means of doing this is by providing more or less general authority, leaving to the Civil Service Commission and the Federal agencies the responsibility for the proper use of the authority. Under such circumstances, reports on the use should be made to the Congress at regular intervals in order for its members to be assured of the effective and wise use of the training authority.

Mr. HEMPHILL. The subcommittee will now stand in recess until 10 a. m. Monday morning.

(Whereupon, at 12:06 p. m., Friday, June 13, 1958, the subcommittee adjourned until Monday, June 16, 1958, at 10 a. m.)

TRAINING OF FEDERAL EMPLOYEES

MONDAY, JUNE 16, 1958

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE OF THE
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D. C.

The subcommittee met, pursuant to adjournment, at 10 a. m. in room 215, Old House Office Building, Hon. Robert W. Hemphill (chairman of the subcommittee) presiding.

Mr. HEMPHILL. The subcommittee will come to order.

We are honored to have this morning as the first witness to appear, Hon. H. A. Dixon, a Member of Congress from the State of Utah. Mr. Dixon, we are glad to have you with us and will be pleased to hear your statement.

STATEMENT OF HON. H. A. DIXON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF UTAH

Mr. DIXON. Honorable Chairman and colleagues, I commend you upon this forward look in civil-service training legislation and I appear here in support of it.

The effectiveness of the democratic process is definitely being put to the test today in our race for economic and scientific supremacy. The democratic process is proverbially slow.

I recall reading that one historian has said that the totalitarian state is like a full rigged ship sailing majestically out of the harbor at full speed, but if it hits a rock it sinks. Democracy is more like a raft. It doesn't make much speed; on the other hand it does not sink but your feet are always wet. One reason why our feet are always wet is the slowness with which we are able to make correct and vital decisions in our administrative departments.

We urgently need a training program for our civil service which can greatly improve the ability of these professional employees to think and communicate with clarity and thereby assist the policy makers to have the facts and understand the implications of the decisions they must make.

The urgent need for both inservice and outservice training programs was recognized by the first and second Hoover Commissions, the Civil Service Commission in each of its reports during the past 3 years, the Land-Grant Colleges Association, the Bureau of the Budget, the United States Senate, and the American Federation of Government Employees.

I wish to emphasize the liberalization of H. R. 6001 along lines suggested by Budget Director Maurice H. Stans. Without repeating

his recommendations I wish to support them and particularly emphasize the need for more flexibility. The college graduate of yesterday who doesn't study today will be uneducated tomorrow. I think that is definitely the truth. I believe implicitly that where growth stops death sets in and that these seeds of death are definitely in the makeup of many of our civil servants who haven't even been given the encouragement to grow continuously.

Even the most unpretentious institutions of higher learning have programs of sabbatical leaves for the improvement of their faculties. For 20 years I have administered such programs and can testify from firsthand experience to their indispensability to any progressive institution.

I am concerned about the requirement in lines 3 and 4 on page 8 of H. R. 6001 where regulations include "requirements for * * * maximum practicable uniformity * * *." Perhaps the phrase, "reasonable uniformity" would be more appropriate. I believe this would meet the objectives of your committee in the spelling out of requirements for the need for this legislation. In this connection the Bureau of the Budget proposed that the phrase "Government-wide" on line 12 of page 2 be eliminated.

It might be possible to establish a uniform governmentwide training program in a country like Great Britain where you have professionally trained administrators throughout the civil service. These professional administrators have enough in common that a uniform program might be applicable to them. However, in the United States we have felt that a virtue of our civil service is its diversity, and I might add its creativeness. We have all types of professional people in the civil service with infinite diversity of backgrounds and specialized functions. Thus to establish uniform regulations for a training program throughout the Government would probably solidify the program because agencies with special needs might find that they couldn't fit into the uniform regulations.

For example, there may be employed in the Bureau of Standards a physicist who received his theoretical training some 10 to 15 years ago. It might well be desirable for that physicist to return to a university for, let us say, a 9-month period in order to gain instruction in the most recent theories in nuclear physics. If this were not done, the alternative for the Bureau would probably be to hire and additional physicist more recently trained.

Similarly, the Department of Agriculture may wish to insure that its research personnel are familiar with the most recent techniques in the use of atomic radioactive isotopes in agricultural research. It would certainly be better to send a trained Government research man back to a university or other center to acquire this recent information than to hire additional employees, recently trained, for this purpose.

But, my point is this. If this legislation is to be used for these purposes—and I think that it should be—then it should not contain provisions which require maximum uniformities in training programs among all agencies of Government. What is needed instead, to meet the specialized needs of our tremendously varied civil servants and to take advantage of the great plurality of educational and training status, is flexibility.

Again, I commend the authors of this legislation and the committee in giving it such serious consideration.

Mr. HEMPHILL. Thank you very much. We are glad to have you before the committee.

Any questions, Mr. Scott?

Mr. SCOTT. No.

Mr. HEMPHILL. Mr. Dennison?

Mr. DENNISON. Thank you very much for this statement, Congressman. I think for the record it would be interesting to have a summary of your background in the field of education, which I understand you have had. I think it would be helpful to have that recited at this time if you might tell us.

Mr. DIXON. Briefly, I started out as a teacher of the German language in World War I when they burned all the textbooks. I studied school administration, receiving my doctorate degree at the University of California. I was superintendent of the Provo city schools in Utah for 9 years; served as president of Weber College at Ogden, Utah, for 17 years; was a member of the President's Commission on Higher Education, and lastly, president of Utah State Agricultural College.

I have found that our sabbatical year program is one of the finest things that ever struck an institution of higher learning, and the incentive given through this legislation would do the same thing, I am sure, for our civil-service people, to keep them growing all the time.

Mr. DENNISON. Have you had any firsthand experience as a college administrator with similar types of training programs for private industry or perhaps even any experience with the Rockefeller program?

Mr. DIXON. In Weber College at Ogden we had a technical education program operating around the clock to upgrade the skills of workers at defense establishments in the area. The program was a successful example of cooperation between private industry, the college, the Federal Government, and the workers themselves. We convinced them that their education was not finished at the end of 2 years, but that they could learn while they earned, and it works beautifully. That is the finest situation you could get, to work and then come back to school. They find out where their weaknesses and deficiencies are and they can point their program definitely to their own needs. This legislation will do the same thing.

At the Utah Agricultural College we had tremendous programs in electronics for Government programs and our experiment stations in research for the farmers, which all ties in with the concept of this legislation.

Mr. DENNISON. Referring specifically to your example of the physicists in the Bureau of Standards, which you mentioned in your statement, do I understand, in your opinion, the language in H. R.

6001, as it now reads, would work against the interests, not only of the agency by which the physicist was employed, but also against the interests of the better training of the physicist himself?

Mr. DIXON. Definitely so. For instance, Dr. Astin, who recently received an honorary degree from George Washington University, is one of our graduates from Utah State. He has told me of the importance he attributes to a flexible program of continuous education. He is doing all he can to help his employees at the National Bureau of Standards keep growing and get the training they need as a result of changed conditions. He is the head of the Bureau of Standards here for the United States.

Mr. DENNISON. I think that is all, thank you.

Mr. HEMPHILL. Thank you very much.

Mr. DIXON. Thank you.

Mr. HEMPHILL. The next witness is Mr. Warren B. Irons, Executive Director of the United States Civil Service Commission.

Would you like to have some of your counsel sit with you, Mr. Irons?

Mr. IRONS. Yes; I would like to be accompanied by Mr. Ross Pollock, Chief of our Career Development Section.

Mr. HEMPHILL. If you will identify yourself and then proceed with your statement.

**STATEMENT OF WARREN B. IRONS, EXECUTIVE DIRECTOR,
UNITED STATES CIVIL SERVICE COMMISSION; ACCOMPANIED
BY ROSS POLLOCK, CHIEF, CAREER DEVELOPMENT SECTION,
UNITED STATES CIVIL SERVICE COMMISSION**

Mr. IRONS. I am Warren B. Irons, Executive Director of the United States Civil Service Commission, and I am accompanied by Mr. Ross Pollock, who is Chief of our Career Development Section.

Mr. Chairman and members of the committee, before I start on my formal statement I would like to apologize because you are listening today to the Executive Director of the Commission and not the Chairman of the Commission, Mr. Harris Ellsworth. Mr. Ellsworth made arrangements more than a month ago to be in New York City on a very interesting occasion which I would like to mention. We found out from some source that a lady by the name of Mrs. Mary Francis Hoyt Moses is going to celebrate her 100th birthday today and, interestingly enough, she was the first woman to be appointed from a competitive civil-service register, in July 1883. Although she has been blind for 6 or 7 years, she is still in fine health. A big celebration is being held up there on her birthday and her son will be there from Texas. It will be covered by the press, radio, and television. The Chairman is there to officiate and to deliver to her a letter from the President of the United States congratulating her on her birthday.

To get to this formal statement—

Mr. HEMPHILL. If you will pardon the interruption, while I do not want to cut you off in any way, if you wish you may just submit your prepared statement and summarize it.

Mr. IRONS. I would be delighted to do that. We will consider the statement in the record.

(The statement referred to follows:)

STATEMENT OF WARREN B. IRONS, EXECUTIVE DIRECTOR, UNITED STATES CIVIL SERVICE COMMISSION

Mr. Chairman and members of the subcommittee, this committee and the Civil Service Commission have shared for some years an interest in legislation that would authorize training of Federal employees to promote efficiency, economy, and better Government service. Studies made by your committee staff, and bills introduced by members of this committee in several Congresses, show your interest. Our studies support fully your findings of the need for legislation. I feel sure, therefore, that we shall be able to work out together the best ways of reaching our mutual goal: Better training for better public service.

I would like to review briefly why employee training is required and why general training authority is needed. Then I would like to outline the Commission's views on the proposed bills, and the way we would plan to operate under general training legislation.

WHY TRAINING IS NEEDED

Employees should and do get for themselves the basic training required to meet normal employment requirements. But some Federal jobs are so specialized, so new, or require such unusual combinations of skills that people with all the necessary training can't be found. The Corps of Engineers, for example, needed employees with a combination of skills in engineering, geology, and nuclear physics to do research at its snow, ice, and permafrost research establishment in Alaska. People with all these skills are simply not available. So the Corps of Engineers located employees who came closest to meeting the requirements and gave them special training to supply the missing skills; physicists, for example, were given special courses in engineering and geology. Similarly, men who know both forestry and genetics are needed for forest research assignments, and men who know both chemistry and statistics are needed for certain chemical warfare work.

The content of occupations changes rapidly. Space-age needs cannot be met with World War I—or even World War II—knowledge, however advanced that knowledge may have been just a few short years ago. Employees must have training to keep them abreast of rapidly changing developments. This need is especially acute in physical sciences and in medical fields. For example, use of radioisotopes is new in agricultural research; scientists whose work requires them to use these materials must be trained to use them safely and effectively. Nuclear reactors are new sources of electrical power which REA must learn something about in order to evaluate proposals of its borrowers to install such plants; training in nuclear reactor technology is required to provide such knowledge.

Work methods change constantly. An employee who is able to do his job well today may find the methods of doing the work radically changed tomorrow. The aircraft mechanic who repaired propeller-driven airplanes must be trained to repair jet planes. Technicians who operated accounting and tabulating machines must now be trained to operate digital computers. As automation progresses, we must train to adapt the outmoded skills of experienced employees; these able employees who already know the work are often the best ones to design the new systems, plan the new programs, and carry out the new procedures.

Competent technical people moving into management jobs must develop additional, new and quite different, skills to become effective supervisors and managers. As the staff of your own committee reported in 1954, "Training of management and administrative people should not be overlooked. Superior management can streamline whole programs and make productive use of people * * *."

Finally, Government must be able to offer training if it is to attract and hold scientists, engineers, and other scarce talent. The Professional Engineers Conference Board for Industry reports that opportunity for continued professional development is one of the most significant of all aids in attracting and holding competent professional employees. The experience of Government agencies such as the Veterans' Administration and the National Advisory Committee for Aeronautics that have training authority supports that conclusion. Your own committee staff study also found that inability to provide adequate training increases recruiting difficulties.

Most employee training, of course, is given on the job by supervisors. To meet certain special needs, however, agencies must also be able to turn—as business does—to other resources. They should be able to send employees for training to business firms, especially equipment manufacturers; to laboratories doing research of special interest to Government; to trade and professional groups like the American Management Association; to State and local governments; and to educational institutions. Our survey showed that if general legislation were passed, over half the employees trained in non-Federal facilities would go to short courses given by business, trade, and professional organizations.

We also found that business invests heavily in employee training—because it finds that training is good business. Nobody knows exactly how much time or money industry spends on training, but here are some good indicators:

The American Management Association's conferences, seminars, and other educational activities are attended by more than 50,000 business and industrial executives annually. Fees run from \$85 for a 2-day meeting, through \$450 for a series of three 3-day meetings, to \$750 for a 4-week course.

Two thousand business executives go each year to executive courses in 29 universities at a cost of \$2,743,500 for tuition and fees alone. These are only those special courses, not open to regular college students, that last at least 2 weeks but less than a school year and require full-time study and classroom work on the campus.

The Polytechnic Institute of Brooklyn in 1954 had over 1,000 employees of 117 companies taking undergraduate engineering courses and nearly 2,000 more taking graduate courses. Most employers paid all or part of the tuition. One, in the aircraft industry, paid tuition plus time-and-a-half for the hours his employees spent in school.

Westinghouse is reported to spend \$500,000 annually for its inservice executive development activities. If this could be taken as the average for the top 100 companies, their inservice executive development costs would be about \$50 million annually. Several industries—such as General Motors and General Electric—probably spend more than Westinghouse.

Let me summarize to this point: Government, like industry, must be able to provide both inservice and outside training for its employees in order—

- (1) to produce unique combinations of skills not available in the labor market;
- (2) to help employees keep abreast of rapid changes in their fields;
- (3) to add technical skills in use and repair of complex new equipment;
- (4) to adapt old skills to meet the requirements of technological change;
- (5) to improve supervision and administration;
- (6) to improve Government's recruiting position, especially for scientists and engineers.

WHY GENERAL LEGISLATION IS NEEDED

Some agencies are unable to provide adequate training because there is no general, governmentwide authority to train employees. GAO has held for years that in the absence of specific legislation, agencies could not send employees to non-Federal institutions even for training that would clearly increase economy and efficiency of operations. Recent decisions now hold that even inservice training, which had been regarded as inherent in normal management authority, may require specific legislation.

We urgently need a clear expression of legislative policy regarding employee training. In the absence of a general training law, training legislation is being acted on piecemeal by appropriations committees and many other committees. The results: (1) unrelated and inconsistent training laws, unsupervised and uncoordinated by any central source, and (2) serious gaps in coverage of training authority.

As the situation now stands, 19 agencies have special outservice training of their own. This authority is carried in 21 separate laws, each different from all the others and each applicable to 1 agency alone. Five of the authorizing laws are in appropriation acts.

Some of the training authority granted by these laws is very broad indeed. Much of it, however, is quite limited, and the limitations are of many different kinds. The Maritime Administration, for example, is limited to training five employees annually; the Weather Bureau, to training in meteorology; the Public Health Service, to training for research work; the Internal Revenue Service and the Post Office, to specified annual sums of money. The Civil Aeronautics Administration can train only those employees engaged in technical or professional

duties, and the Bureau of Public Roads is limited to training of not more than 10 employees in "technical institutions." The National Advisory Committee for Aeronautics lacks statutory authority to pay the tuition of its trainees.

Some existing training laws require the trainee to stay with the agency a specified length of time after training or repay training costs; others have no such requirement. Some require that training be approved by the agency head; others don't. Some require periodic reports to various congressional committees; others do not.

On the other hand, there is no statutory authority of any kind for outside training of employees of 31 agencies, including GSA and most employees in the Departments of Agriculture, Interior, Justice and Labor. In addition, many employees of Commerce, Veterans' Administration, State, Treasury, and HEW are excluded from the legislation which authorizes training of certain employees in those agencies. Let me give you just a few concrete examples:

General Services Administration wants to send some of its Federal supply service employees to a joint military package course to improve packaging, inspection, loading, and storage operations. Army would be glad to admit them—but GSA has no authority to let them go.

The Agricultural Research Administration's wool research work needs to be tied in with the procedures and processes of the textile industry. Lowell Technological Institute had a 4-week textile workshop which would have been very valuable for ARA's animal fiber technologists—but there was no way Agriculture could send them to the course.

The National Advisory Committee for Aeronautics wanted to send a man to a course in operation of the Gisholt balancing machine and its electronic accessories. This equipment is delicate and very expensive, and is much more efficient when operated by factory-trained people. But NACA, whose training authority is limited, had no authority to pay the employee's travel to and from the training point or to pay the \$150 fee charged for the course. By contrast, Defense, which also uses this equipment and which has broader training authority, sends its people to the course.

HEW's Office of Vocational Rehabilitation needs to train its specialists in the newest methods of testing and evaluating the disabled, so that it can improve its rehabilitation services—but the office has neither the teaching staff nor the laboratories, equipment, or other facilities to give the training itself, and it has no authority to send its employees anywhere else for training.

REA needs to train a few of its engineers in operation of a network analyzer. This equipment replaces long and impractical calculations by making direct measures of voltage, current, etc. in a miniature replica of the electrical system being studied. The knowledge necessary for network-analyzer studies is a very specialized branch of electrical engineering, and few qualified consulting engineers are available in the field—and REA has no authority to obtain the training which will enable it to produce its own.

Because of such problems as these, at least six agencies have asked this Congress for new training authority, and bills which would grant them this authority are now pending before almost as many different congressional committees. Other agencies have asked for revision of existing laws. Still more agencies will submit requests for new authority if general legislation is not passed. We believe that these agencies need training authority. But the problem is a governmentwide one, and we believe it should be met on a planned, governmentwide basis.

To correct these confusions and inconsistencies and to simplify, strengthen, clarify, and broaden training authority—we strongly recommend passage of a general training law that will—

- (1) establish a clear, considered framework of legislative policy which will permit agencies to provide needed employee training, and
- (2) permit every agency to use the most appropriate and best equipped facilities to provide the training that is required to meet its program needs.

METHOD OF OPERATION UNDER GENERAL TRAINING AUTHORITY

Three different bills which would provide general training authority are now pending before this committee. I would like to explain how we think the Government would operate under a general grant of training authority.

All three bills make agency heads responsible for training. This is logical and necessary. The agency heads, therefore, will determine the kinds of training to be given; when it is to be given; where it is to be given; and to what employees. Agency heads will determine, within the limit of their appropriations, how much to allot for training operations.

The President is also assigned certain authority and responsibility. He could from time to time exempt certain jobs from the regulations or from other specific requirements of the law; an example of use of this authority would be exemption of agencies with highly secret missions from the reporting requirements of the legislation. He would be responsible for seeing that agencies carry out the provisions of the law. He would be responsible for reports to Congress on operations under the law.

In operation, I am sure that the Civil Service Commission, for the President, would issue regulations. These regulations would undoubtedly include requirements—

that training in non-Federal facilities must be authorized by the agency head or a designated representative at a high level in the organization;
that careful consideration must be given to each of the following factors before authorizing outservice training—

- the availability and utilization of persons already trained;
- the nature and status of the occupational field involved;
- the ability, interests, and planned post-training assignment of employees;
- the probable contribution of the training to the agency's work;
- the availability of suitable training facilities in Government;

that each Federal employee trained outside Government must agree in writing to—

- remain in Government for a specified period as for example three times the length of his training in time off the job unless involuntarily separated, or
- repay such portion of the travel, per diem, tuition, fees and related training expenses as determined by the agency head

that agencies must check periodically on the performance of employees in training and may terminate the training of any employee found not to be making satisfactory progress;

that agencies may not provide outservice training solely to enable employees to obtain academic degrees, or basic (beginning) training of a kind ordinarily required for entrance into a job;

that unless approval for an exception has been obtained—

- each agency must limit the amount of training in non-Federal facilities as, for example, to 1 percent of its authorized strength for that year;
- the amount of training given any one employee be limited as, for example, to not more than 1 year of outside training during any 10-year period of Federal employment;
- no temporary employee may be trained in non-Federal facilities;
- no employee may be sent outside the continental limits of the United States for training;

that agencies must report annually on their use of the out-service training authority, including information on—

- the number of employees trained outside Government during the preceding fiscal year;
- the kinds and amount of such training;
- the costs of tuition, fees and related training expenses paid by Government;
- the name, title, and organizational location of the official or officials authorized to approve outservice training.

We cannot, of course, state exactly and finally what all these requirements would be, for we want to consult with agencies first. In fact, prior consultation with agencies is specifically required by H. R. 6001. I do want to stress, however, that there would be firm and definite controls on outside training authority.

In addition to the controls provided in regulations, there would be other safeguards: Budget and appropriation processes, coupled with pressure to show program results, will force agencies to decide on very practical grounds whether training is likely to pay its way before they authorize it.

The Commission, through its inspection service, would check carefully on training activities. We would inspect for such things as compliance with law and regulations; for evidence of realistic appraisal of training needs and considered use of training authority; for relationship of training given to needs defined; for appraisals of effectiveness of training authority. If we found something out of line, we would try to do an educational job with the agency. We would call any weakness to the attention of the agency head, with recommendations for corrective action. We would inform the President of any weaknesses not corrected within a reasonable time.

ESTIMATED COSTS AND BENEFITS

The Commission estimates that training legislation would result in an increased outlay of less than a million dollars per year for tuition and related fees for out-of-the-service training. Agencies could pay these costs from appropriations or from other funds available to them for salaries and expenses. It is important to remember, however, that most training expenditures are not true "expense," for much of the outlay is offset by savings resulting from training. For example, an Army engineer was sent to a \$16 training course. With his instructor's help, he worked out a way to measure friction horsepower with equipment already available at his installation and so eliminated the need to buy \$75,000 worth of new equipment. In another case, the Air Force sent to a computer training course a physicist who was planning a missile test control system. His study enabled him to develop an improved testing technique that we have been told may reduce these testing costs about 30 percent. Many other examples show that training pays its way in reduced spoilage and breakage of materials by untrained employees, in lower turnover, in increased production, and in better service, as well as in dollar savings.

AMENDMENTS TO THE PROPOSED LEGISLATION

There are a number of technical amendments which are needed to perfect the bills now under consideration by your committee. We would be glad to have our staff members assist your staff in making these technical corrections.

There are, however, certain needed changes which are substantive. After we submitted our report last year on the proposed legislation, we ran into a new and serious problem. A November 15 decision of the Comptroller General holds that agency appropriations are available for travel and expenses of attending meetings only if the meetings concern activities "peculiarly associated with the work of an agency in the performance of its statutory functions and not to general problems, such as management, which are common to all organizations." We now have a situation in which the Treasury Department, which is writing a booklet for supervisors on Better Management Through Cost Control, lacks clear authority to send the employees who are working on the booklet to a 3-day conference of people discussing the supervisor's role in cost reduction and other related topics.

We recommend addition of a new provision which would read: "Hereafter any appropriation available to any department or agency for expenses of travel, shall be available for expenses of attendance at meetings concerned with the functions or activities for which the appropriation is made or which will contribute to improved conduct, supervision, or management of those functions or activities."

I would like also to call attention to an amendment adopted in the Senate which would permit Federal employees, under certain conditions, to accept scholarships offered by universities or other private sources. This committee has heard from the Honorable John D. Rockefeller 3d about the fine scholarships which his family offers Federal workers. The Comptroller General has held that Federal employees may not, under existing laws, accept these or other scholarships while in duty and pay status. These scholarships bring high honor to our employees and make additional training facilities available to us at little or less expense to the Government. They support, then, the basic purposes of the legislation we have now under consideration. We recommend that the following language be included in the training legislation:

To the extent authorized by regulations of the President, contributions may be made by private sources and accepted by employees receiving training in non-Federal facilities without regard to the provisions of section 1914 of title 18 of the United States Code.

I would also like to suggest that the training legislation be modified to include commissioned officers of the Coast and Geodetic Survey, for whom there is no training authority in existing law or in any of the bills before you. Suggested wording for these and other changes are shown in these copies of the bills which I would like to leave with you now.

COMMISSION'S VIEWS

The Civil Service Commission prefers S. 385 to the other bills because of its greater flexibility and simplicity, and because it would give the President an essential management tool comparable to that available to top business executives. We believe that it would accomplish the desired objectives with the least delay, paperwork, and expense. We believe that it would provide all the safeguards necessary to protect the Government's interests.

The two other bills, with some modification, would accomplish by different methods the same things that S. 385 would accomplish. Of the two House bills, H. R. 6001 comes closest to meeting the needs of the agencies. We would want to suggest certain changes in it, however, which would recognize the President's responsibility for supervision and control of employee training in the executive branch, and the Commission's responsibility to the President for its operations under the act.

These and other amendments have already been recommended to you by the Budget Bureau. We agree with those recommendations.

SUMMARY

To summarize: The Commission has surveyed carefully the outservice training needs of Federal agencies; we have reviewed existing Federal training legislation; and we have checked the training practices of other public jurisdictions and of industry. We are convinced that authority for outservice training must be broadened, consolidated, clarified, and simplified.

We believe it essential to achieve, during this session if possible, our mutual objective—passage of training legislation for the Government as a whole. If this requires that the controls be written into law, rather than regulation, we will accept that decision. It would be possible to operate under H. R. 6001, amended in the manner suggested by the Budget Bureau.

We earnestly hope that after considering all the facts, this committee and the House will see fit to approve general training legislation. The need for it is critical.

I shall be glad to discuss further with you any questions you may have.

Mr. IRONS. I would like to concentrate, if I may, on one thing, and that is the real need for this kind of legislation. As this committee is aware, training legislation exists today as a result of riders to appropriation bills and special legislation for individual agencies. Some of the existing training laws require the trainee to stay with the agency a specified length of time after training or repay training costs; others have no such requirement. Some require that training be approved by the agency head; others do not. Some require periodic reports to various congressional committees; others do not.

Some of the training authority granted by these laws is very broad. Much of it, however, is quite limited and the limitations are of a variety of different kinds. The Maritime Administration, for example, is limited to training five employees annually. The Weather Bureau is limited to training in meteorology. The Public Health Service is limited to training for research work. The Internal Revenue Service and the Post Office Department are limited to specified annual sums of money.

On the other hand, there is no statutory authority of any kind for outside training of employees of 31 agencies including GSA and most employees in the Departments of Agriculture, Interior, Justice, and Labor.

I would like to give you a few concrete examples of the kind of training that is needed and the kind that cannot be done today because of the limitation of existing training legislation:

The General Services Administration wants to send some of its Federal supply service employees to a joint military package course to improve packaging, inspection, loading, and storage operations. The Army would be glad to admit them to that kind of specialized training, but the GSA has no authority to let them go.

Another interesting example:

The Agricultural Research Administration's wool research work needs to be tied in with the procedures and processes of the textile industry. Lowell Technological Institute had a 4-week textile workshop which would have been very valuable for ARA's animal fiber technologists, but there was no way Agriculture could send them to the course.

HEW's Office of Vocational Rehabilitation needs to train its specialists in the newest methods of testing and evaluating the disabled, so that it can improve its rehabilitation services, but the Office

has neither the teaching staff nor the laboratories, equipment, or other facilities to give the training itself, and it has no authority to send its employees anywhere else for training.

So here we have a situation in which some legislation exists and is, in many cases, narrow in scope. The subject has never been considered fully by this committee, which is the committee in the House responsible for personnel legislation. The passage of a single training bill would put the whole subject of training on a better and sounder and more adequate basis.

We suggest that this general training law would accomplish these things: (1) Establish a clear, considered framework of legislative policy which will permit agencies to provide needed employee training; and (2) permit every agency to use the most appropriate and best equipped facilities to provide the training that is required to meet its program needs.

I believe that, in testifying on Friday, Mr. Maurice Stans, Director of the Bureau of the Budget, indicated that the administration preferred the passage of S. 385, but is fully prepared to accept Congressman Rees' bill, H. R. 6001, with some modifications which, I believe, have now been reduced to a committee print. In essence, H. R. 6001 would place responsibility within the Civil Service Commission for the issuance of regulations, for reviewing the programs of the agencies, and for reporting to the President and to the Congress on the operation of this legislation.

In summary, we would like to endorse training in a single bill, and hope that this subcommittee does report such legislation out.

Mr. HEMPHILL. Thank you very much.

Any questions, Mr. Dennison?

Mr. DENNISON. Mr. Irons, as you have so well pointed out, there are a number of agencies which now have limited authority to train their employees. I am wondering if your Commission has any figures on how many people are now subject or involved in a training program? Perhaps you might take in the last year.

Mr. IRONS. I do not have any figures as to the last year. The last time that we made a careful review was in fiscal year 1954, and at that time there were about 13,000 individuals who had received training of one kind or another during that period of time, most of it in the defense agencies.

Mr. DENNISON. Do you have a figure as to how many man-hours of time were involved, employment time?

Mr. IRONS. 515 man-years were spent in training the 13,000 employees.

Mr. DENNISON. These limitations that you pointed out, do you feel that the training program will be broadened and these problems will be eliminated by the passage of this legislation before us?

Mr. IRONS. Yes, sir.

Mr. DENNISON. Is the Civil Service Commission itself set up, or can it be set up, without the creation of any additional boards or bureaus or anything else, to do the job that will be required of them under this particular legislation?

Mr. IRONS. Yes, sir. I have reviewed all of the bills very carefully, and I am satisfied in my own judgment that if H. R. 6001, as we propose it be amended, or S. 385 is passed, we are prepared to handle

the job without the establishment of any special offices or bureaus or anything of that nature.

Mr. DENNISON. Can you anticipate whether or not there would be any additional expense in the operation of the Civil Service Commission?

Mr. IRONS. Some of my people estimated it would cost the Civil Service Commission an additional \$5,000 a year to administer the bill. I think they are entirely too modest in that. I would expect to have to devote close to 2 man-years to the administration of the bill.

Mr. DENNISON. Thank you very much.

Mr. HEMPHILL. I would like to ask you a question or two, please, sir. We were discussing on Friday the question of whether or not the costs could be absorbed. Is it your opinion that the costs of this legislation could be absorbed?

Mr. IRONS. That is really a subject for the Bureau of the Budget, and I understand, from the testimony on Friday of the Director of the Bureau of the Budget, that he expects these costs would be absorbed. Actually, we estimate the total cost of a training bill, over and above the existing cost, would be less than \$1 million, and, frankly, I would expect that cost could be absorbed.

Mr. HEMPHILL. I congratulate you on that statement. One thing that has impressed me in the time I have been here is that Congress frequently authorizes something without the prospect of there being any appropriation, and the next thing we know the thing mushrooms until it costs the American taxpayers quite a bit of money. We do not want to create something like that, and I am sure you do not.

Another question I would like to ask is: Would it be of assistance, or would it be detrimental to the purposes of the legislation, to have a numerical limitation in the legislation?

Mr. IRONS. H. R. 6001 contains a limitation that not more than 1 percent of the personnel can be sent for outside training, which I think is a liberal limitation.

Mr. HEMPHILL. You think that is a good limitation?

Mr. IRONS. I think so; yes.

Mr. HEMPHILL. Of these statutes that would be repealed, some of them, I note, contain limited appropriations, but they would be repealed by this legislation? Would any other training legislation be repealed by this legislation?

Mr. IRONS. Let me ask Mr. Pollock that question.

Mr. POLLOCK. It would not repeal certain things. For instance, the Foreign Service provisions would remain in effect.

Mr. HEMPHILL. Yes; we understand that.

Mr. POLLOCK. The Bureau of the Budget would not ask that existing appropriation authorizations be renewed after they had expired.

Mr. HEMPHILL. Thank you very much.

Mr. IRONS. Thank you.

Mr. HEMPHILL. The next witness is Mr. Ralph E. Ramsey, Associate General Counsel of the General Accounting Office, accompanied by Mr. James Campbell, legislative attorney, General Accounting Office. Would each of you be kind enough to state your names and any background you may wish to put in the record?

STATEMENT OF RALPH E. RAMSEY, ASSOCIATE GENERAL COUNSEL, GENERAL ACCOUNTING OFFICE, ACCOMPANIED BY JAMES CAMPBELL, LEGISLATIVE ATTORNEY, GENERAL ACCOUNTING OFFICE, AND JOHN MARTINY, LEGISLATIVE LIAISON OFFICER, GENERAL ACCOUNTING OFFICE

Mr. RAMSEY. I am Ralph E. Ramsey, Associate General Counsel of the General Accounting Office.

On my right is Mr. James Campbell, an attorney in the General Counsel's office, GAO; and on his right is Mr. John Martiny, attorney in the Legislative Liaison Office of the Comptroller General.

Mr. HEMPHILL. Thank you. We are glad to have you with us and at your pleasure you may highlight your statement or submit it for the record and comment on it, as you desire.

Mr. RAMSEY. Thank you, Mr. Chairman. I have a very short statement and if it pleases the committee I would like to proceed to read it.

Mr. HEMPHILL. Very well.

Mr. RAMSEY. Mr. Chairman and members of the committee: In recent years we have had many requests for decisions upon questions involving the legality of training civilian employees in non-Government facilities at Government expense where no express statutory authority exists therefor. As a general rule we have rendered unfavorable decisions in such cases, not because we are opposed to the training of civilian employees but because we consider that the authority for special training should be provided by the Congress rather than by decisions rendered by the Comptroller General. However, in certain cases, to avoid frustration of the purposes for which a department or agency's appropriations are made, our decisions have permitted limited training of employees at Government expense even though no express authority existed therefor. In general, the elements which must be present before we would authorize training of civilian employees at Government expense in the absence of an express statutory authorization are as follows:

1. The training must be essential to carry out the purposes for which the appropriation is made;
2. The training must be of brief duration;
3. The training must be special or limited in nature.

We should like to offer for the record a copy of our decision of March 1, 1957 (B-128464, 36 Comp. Gen. 621), which traces the history of our decisions in this field and sets forth the general basis for the conclusions reached therein.

In our report of May 2, 1957, to the chairman of the Post Office and Civil Service Committee, House of Representatives, we indicated generally that we preferred the provisions of H. R. 6001 to those appearing in S. 385. Such preference was based primarily upon the fact that H. R. 6001 sets forth in greater detail the intent of Congress concerning the conditions under and the extent to which civilian employee training—especially training in non-Government facilities—should be permitted at Government expense. It is our view that in

granting authority as broad as that contained in the training bills, which apply to nearly all departments and agencies, reasonable restrictions should be imposed to insure not only that the Government receives a benefit for its expenditures but that training by the means or facility administratively authorized is in the best interest of the Government. Such restrictions could be imposed either in the law itself or in regulations to be promulgated by the President or by the Civil Service Commission, whichever may be charged with the general administration of the civilian employee training program. The extent to which such restrictions and safeguards should be specified in the law or left to the regulatory authority of the President or Civil Service Commission is a matter of policy which the Congress must decide. We might say, however, that the one sure way of insuring that the intent of the Congress is carried out in the administration of the training programs is to set forth specifically such intent in the law itself, as would be done if H. R. 6001 were enacted.

We do consider, however, that H. R. 6001 may be too restrictive insofar as concerns the authority of the Civil Service Commission over wholly intra-agency or intradepartmental training programs. Insofar as such programs are concerned it is our view that each department is best able to determine its particular training needs and is best able to determine how they should be conducted. We apprehend that placing on the Civil Service Commission the duty to prescribe or control the type or character of intradepartmental training programs, or to regulate the details of such programs, might, if only by reason of the volume of the work, create difficulties and delays in achieving the objectives of the bill.

Whether the President or the Civil Service Commission should be vested with responsibility for the general administration of the program also is a matter of congressional policy upon which we make no recommendation.

One other point which we raised in our letter of May 2 to the chairman of the Post Office and Civil Service Committee concerns inclusion in the bill of a provision similar to that appearing in S. 385 as section 8, which would authorize employees receiving training under the act to accept contributions from private sources and authorize private sources to tender contributions to such employees notwithstanding the provisions of section 1914 of title 18 of the United States Code. While we suggested language similar to that presently appearing in section 8 of S. 385, it since has occurred to us that the Congress may desire to impose some limitation on the amount that an employee may receive concurrently from both the employing agency and private sources. It may be that the Congress would wish to preclude an employee who is receiving a private grant for travel in an amount in excess of the maximum legally authorized to be paid as travel expenses by the employing agency from receiving any travel reimbursement whatsoever from the employing agency. In the event your committee does wish to consider such an amendment, we suggest language for that purpose in our report of May 2, 1957, and will be happy to work with members of your staff in any modification of that language that may be deemed necessary.

On the whole, we think either a bill along the lines of S. 385 or of H. R. 6001 would provide needed authority for civilian employee training. We prefer a bill along the lines of H. R. 6001 with the

modifications we have suggested, but we would not oppose S. 385 should your committee decide it is the more desirable.

(The following document was submitted for the record:)

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D. C., March 1, 1957.

B-128464

The honorable the SECRETARY OF COMMERCE.

DEAR MR. SECRETARY: On December 18, 1956, the Assistant Secretary of Commerce, Administration, transmitted a memorandum prepared by the Assistant Director, Coast and Geodetic Survey, and requested reconsideration of our decision of July 31, 1956, B-128464.

That decision concerns the availability of funds for sending an employee of the Coast and Geodetic Survey to Harvard University for a 9 months' graduate course leading to the degree of master of public administration. In the absence of a specific statute authorizing training of Coast and Geodetic Survey personnel at Government expense, the basic rule was applied, namely, that appropriations are available only for the objects for which made. Consequently, the appropriation for salaries and expenses was held not to be available to pay the salary, traveling expenses, tuition, and other expenses of an employee attending the graduate course at Harvard. In the decision, however, the general rule was stated in a form which emphasizes the conditions (henceforth called criteria) deemed necessary before an exception is allowed.

The Graduate School of Public Administration at Harvard University has also encouraged a review of the case. In view of this combined interest and in light of recently introduced bills which would provide governmentwide training authority, we have thoroughly considered the entire problem of training Government employees in private institutions at public expense when specific statutory authority is absent.

Under our constitutional system, power to make Federal appropriations is vested in the Congress. United States Constitution, article I, section 8, clause 1 and clause 18. Also see article I, section 9, clause 9. In exercising this power Congress passed an act on March 3, 1809, recorded at Second United States Statutes at Large, page 535, which provides:

"* * * the sums appropriated by law for each branch of expenditure in the several departments shall be solely applied to the objects for which they are respectively appropriated, and to no other * * *"

This restriction now appears in title 31 United States Code section 628, which provides:

"Except as otherwise provided by law, sums appropriated for the various branches of expenditure in the public service shall be applied solely to the objects for which they are respectively made, and for no others."

In Letter Book No. 1, second Comptroller's Office (the oldest volume containing decisions of the second Comptroller of the Treasury in our possession) we note, page 162, that the accounting officers were confronted with a problem involving an application of the rule crystallized by the 1809 statute, above. On February 21, 1821, Comptroller Cutts wrote to Jared Williams, Member of Congress, as follows (in part):

"By the first section of the act of the 16th April 1916, entitled an 'Act making further provision for military services during the late war and for other purposes'—it is provided that the widow of a private soldier of the militia, who shall have died while in the service of the U. S. during the late war, or in returning to his place of residence, after being mustered out of service, shall be entitled to receive half monthly pay to which the deceased was entitled at the time of his death, for and during the term of five years. The law provides only for the widow and children, as the case may be, of those who died in service or returning home. It appears that Wm. Hamilton died at home by the deposition of Wm. Ogden above-mentioned. Until this circumstance is explained, the 2d Comptroller does not feel himself authorized to admit the widow Hamilton's claim."

In short, since money was not appropriated for payments to widows when a private soldier of the militia died at home, no funds could be paid to such widows from money appropriated for other purposes.

Over a hundred years after passage of the 1809 statute, the Comptroller of the Treasury, faced with his first training case, ruled that forest rangers were not entitled to payment of salaries or traveling expenses while attending schools or colleges for short courses in forestry (16 Comp. Dec. 429, January 13, 1910).

After reciting the facts and stating the problem, Comptroller Tracewell's first comment (p. 432) is:

"It is a fundamental and statutory fact under the method of appropriating made by Congress to support the Government service, that all appropriations must be used for the specific purpose for which made and not otherwise."

Of particular note is the last clause, which paraphrases the 1809 statute. Further, as if anticipating the argument raised in later submissions that a Government agency's chief executive officer has the administrative discretion to detail his employees for instruction at private schools, the Comptroller said, at page 433:

"The question presented, however, is not a question of administration, but one of power. There is nothing, as before stated, in the appropriation, *supra*, or in the law, that I have been able to find, which, in my judgment, lodges with you the power to send these rangers to college at the Government expense, or authorizes you to use the appropriation in question to pay their salaries while away at college, which is only another way of expressing the same thought."

In the absence of a statute giving executive officers power to send employees to schools, "which is only another way of expressing" the "fundamental and statutory fact" that "appropriations must be used for the specific purpose for which made," Comptroller Tracewell merely applied to this first training case the rule enunciated in the ancient statute. As noted above, this statute remains in force.

Very little may be added to the former Comptroller's decision by way of explaining the statute or its application to the training cases. One statement in that decision does require comment. Comptroller Tracewell said, at page 433:

"Unless there is something in the law to the contrary, it is presumed that the officers and employees of the Government when appointed and employed have the necessary education to perform the duties for which they were appointed or employed."

This entire paragraph, which is unnecessary to the holding, is not a rationale for either the law or its application.

When faced with a question of sending Government employees to school without explicit statutory authority, Comptroller General McCarl followed the precedent established by the Comptroller of the Treasury (2 Comp. Gen. 17). Moreover, the two cases reported at volume 6, Comptroller General, page 15 and 15 id. 585 were decided on the same principle. Naturally, contrary conclusions were reached in cases, such as those reported at volume 19, Comptroller General, page 829 and 23 id. 651, which involved specific statutory authority for training Government employees. Closely analogous to this latter group is the case reported at volume 19, Comptroller General, page 448 and its sequel, volume 29 id., page 96. Here there was express statutory authority to train "persons," but training Government employees was allowed under a companion clause of the same act.

These 2 cases, 1 rendered on October 20, 1939, and the other on August 29, 1949, represent the transitional period in training cases. World War II and its aftermath necessitated the employment of highly skilled persons in critical fields. Congressional recognition of the importance of higher education found expression in the educational provisions of the GI bill. Since the last World War, and especially since the Korean conflict, industry has recognized the importance, even the urgency, of providing further academic as well as on-the-job training to promising employees engaged primarily in scientific technological pursuits.

The changing times were reflected in the decision of May 29, 1952 (31 Comp. Gen. 623), which was followed by volume 32, Comptroller General, page 339, volume 34, id. page 168, and volume 34, id., page 587. At this point a clarifying decision was rendered to summarize our position (34 Comp. Gen. 631). It was said therein:

"As indicated, the decision of October 12, 1954, and similar decisions previously issued (see 31 Comp. Gen. 623, 32 id. 339), did not and were not intended to hold that, in the absence of specific statutory authority, departments and agencies could assign employees generally to attend courses of instruction or training in non-Federal facilities and to pay their tuition, per diem, and related costs. The authorizations granted in the decisions were based on a showing that the particular training involved (1) was special in nature and was for a period of limited duration, (2) was essential to carry out the purpose for which the appropriation was made, and (3) was not of a type which the employee would normally be expected to furnish at his own expense.

* * * * *

"You are advised that the three elements set forth above should be present in order for this Office to approve expenditures for courses of training in the absence of express statutory authority. * * *

Subsequent cases have applied the same criteria to arrive at a solution (34 Comp. Gen. 719, 35 id. 375, and 35 id. 639). Further elaboration on the criteria appeared in volume 35, Comptroller General, page 375, where we said:

"It also is observed that the type of training courses considered in the cited decisions, other than 34th Comptroller General, page 587, and in numerous other decisions covered a period of only 1 or 2 weeks; that the training had to do with selected professional personnel whose duties require them to maintain their expertness and keep abreast of the newest developments in their fields of science in order to fully discharge the responsibilities for which appropriations were provided; and that the training concerned a specific and existing need—as distinguished from general training of expected future benefit to the agency."

Furthermore, in 35th Comptroller General, page 639, the time element was referred to as a course of "brief duration." (See also 34 Comp. Gen. 587.)

To restate the elements considered necessary before a deviation from the general rule is authorized, we find that a particular training program must be—

1. Essential to carry out the purpose for which the appropriation is made;
2. For a period of brief duration; and
3. Special in nature.

One guide in determining the essentiality of a given training course is to ascertain whether a specific and existing need to the program or object for which Congress authorized the expenditure of funds is thereby satisfied; for a course which merely produces uncertain, future benefits is not so essential as to obviate the necessity for approval by the Congress. "Brief duration" of the course is an element to be considered because, regardless of essentiality, the long course immediately raises the question: Why was not congressional approval obtained for an undertaking of such magnitude? A course which is special in nature is one designed for use of "selected professional personnel whose duties require them to maintain their expertness and keep abreast of the newest developments in their fields of science in order to fully discharge the responsibilities for which appropriations were provided." Its speciality consists in the particularity with which it meets a unique need, failing which the authorized program probably would be frustrated. Conversely, when deciding whether a particular course is special in nature, consideration is also given to whether it is a type which an "employee would normally be expected to furnish at his own expense," that is to say, whether it is rather more designed to elevate the general educational level of the individual than to meet a specific and essential need of the authorized program.

A further word on the element of course length. We have discussed above the necessity for this element; now we will address the question: How long an interval is involved in a course of "brief duration"? In 16th Comptroller General Decisions, page 429, we said, at page 433:

"It is true the college course they take is a short one, but if you are authorized to give them a short college course you are equally authorized to give them a long one."

For reasons related above, the changing times brought an amelioration of the strict training course doctrine; hence, the time element became a material factor. Since this factor is material only when considering an exception to the general rule, we have consistently held that two weeks constitutes a period of brief duration. In the only deviation to this interpretation we expressly stated, 34th Comptroller General Decisions, page 587, that a course of training covering a 16-week period may not be regarded as of brief duration. Later, in 35th Comptroller General Decisions, page 375, we noted the point again and expressly added that the 16-week period was not a guideline for employee training generally. While a "period of brief duration" is not necessarily limited to 2 weeks, nevertheless we feel that the longer the course the more likely it is to be of general benefit to the employee rather than of special and essential benefit to the agency within the period and for the purpose for which funds were appropriated. Therefore the longer courses require careful weighing as to their essentiality and special nature.

A continuing application of the criteria in weighing exceptions to the general rule is warranted not only because the criteria are basically sound and have long been followed but also because Congress is aware of the nature of this problem and our position with respect to it. In addition to general knowledge of our decisions, Congress was informed of the need for training legislation in the Hoover Commission report on Personnel and Civil Service. In Senate Document No. 31, 83d Congress, 1st session, a pamphlet entitled "Training and Education in the Federal Government," the Subcommittee on Federal Manpower Policies said (p. 3-4):

"Our study shows that there is a need for authority to assign selected employees in scientific, professional, administrative, and technical fields to outside organizations for training normally on but not necessarily limited to postgraduate level.

* * * * *

"To the extent that statutory authority is available to the other agencies, it is specific and limited in most cases. The Comptroller General has repeatedly stated the general policy that Government officers or employees may not, in the absence of statutory authority, be furnished educational courses or other training at Government expense."

To remedy the situation, the subcommittee recommended passage of legislation which would provide for employee training on a governmentwide basis. Subsequently, several bills have been introduced to accomplish this objective. So far, at least two bills, S. 385 and H. R. 1989, have been introduced in the 85th Congress. Since the Congress is aware of our decisions and recognizes the need for specific legislation for employee training, the general rule will be maintained, and any deviations will be measured by the criteria set forth and explained above.

On July 31, 1956, B-128464, the criteria as to training cases, was applied to the problem of sending an employee of the Coast and Geodetic Survey to Harvard University for a 9-month graduate course. The Assistant Director, Coast and Geodetic Survey, suggests that our decision might be changed if we were to hold a different understanding of the program and if we were to reconsider two of the criteria; specifically, the time element, and essentiality in relation to the concept that benefits must be specific and immediate.

An extensive discussion of our understanding of the program was included in the July 31, 1956, decision because of the presentation in the original submission. In that submission, emphasis was placed on the research aspect of the undertaking, and, after several references to the Harvard course as a research program, it was said:

"It may be argued that the program of research here contemplated is essentially a training program and, hence, subject to the requirements outlined in decision No. 127390 of the Comptroller General, dated May 11, 1956."

And the concluding sentence of the original submission is:

"In order to know whether we may proceed to utilize this research facility, we would appreciate your advising us concerning the following questions: * * *"

Oriented in this manner, the first part of our decision was devoted to an analysis of whether the research program was authorized by the basic statute (33 U. S. C. 883d). Our own research disclosed, as stated in the decision, that the Harvard program is a "specialized course of instruction, including research." Hence, the program comes within the purview of training cases. A careful study of the material presented in the resubmission fails to reveal any information which would alter our decision that the 9-month course leading to a master's degree is a training course and not a pure research project. In fact, upon rereading the Harvard brochure which describes this program, we note (pp. 7-8):

"They will take the research seminar [which meets weekly] on water resources as a core course, and, in addition, will select three courses each term from the many offerings in economics, government, sanitary and civil engineering, geology, public health, law, and other fields."

Such a high proportion of course work lends support to our conclusion.

With reference to the time element, the resubmission contains the statement:

"While we recognize that the criterion of 'limited duration' which has been established by the Comptroller General is basically sound, we feel that 'limited duration' should be considered a relative, not an absolute, standard. * * * It might well be interpreted to cover periods of time up to 9 months, depending on the circumstances involved, rather than be interpreted to mean 1 or 2 weeks, as indicated in the above-cited decision."

We believe you will agree that there is no doubt but what a 9-month course is not of brief duration as that term is used in reference to training cases. Consequently, in the decision of July 31, 1956, we said:

"* * * it is clear that a 9-month course leading to an academic degree at Harvard University is not brief, as that word is used in the cited context."

Upon reconsideration of the problem, we see no fact which would temper our conclusion that this course is not brief. Furthermore, we cannot discover any reason why this particular criterion should be waived, considering the facts of record.

On the point of essentiality, the Assistant Director, Coast and Geodetic Survey, says:

"We also recognize the general validity of the Comptroller General's criterion that a course of instruction for civilian employees of the Government at private institutions must be directly connected with and essential to the fulfillment of the purposes for which the appropriation is made. However, it seems unduly restrictive to require that, in order to be considered 'essential,' the proposed activity must be one from which immediate and specific benefits must result, rather than one from which there is expectation of future benefits. There are, necessarily, expenditures of Government funds for many essential activities which have little or no beneficial result during the year for which the appropriations are made. For example, agencies often spend money from one year's appropriation for improved equipment which may not yield actual net benefits for several years. In addition, in research and study programs it is universally recognized that there can be no assurance that any positive results will come from a particular research activity."

We agree with your examples. The case before us, however, involves a proposed expenditure which has been considered for years as requiring specific statutory authority. Considering this, the requirement that the benefits must be immediate and specific is not unduly restrictive; as part of the criteria to measure an exception to a strict rule, it is relatively broad.

Also pertaining to the subject of essentiality, the Assistant Director says:

"In our opinion, it would seem to be reasonable for the Comptroller General to require, in protection of the public interest and seeing that the will of Congress is carried out, that, to be considered 'essential,' a proposed activity be one which is reasonably calculated *by the head of an agency* to result, in the foreseeable future, in increased efficiency or economy in carrying out the program for which the appropriation is provided." [Italic added.]

It well may be that Congress will enact legislation giving the agency heads unrestricted authority to train employees. Nevertheless, we note the following passage, at page 6 of the Senate Document No. 31, cited above:

"The bill contains the following provisions to protect the interest of the Government when employees are assigned to outside training:

"1. Departmental training programs would be subject to standards established by the Civil Service Commission.

"2. Standards for selection of non-Federal training facilities would be issued by the Commission after consultation with the Office of Education, * * *.

"3. Assignment to non-Federal facilities could be done only in accordance with training plans approved by the Civil Service Commission for each department. * * *."

In short, we do not know what restrictions will appear in legislation on training, but experience indicates that there may be some requirement besides a mere determination by the agency head. Until such time as Congress has established a standard, we will continue to require the agency head to convince us that a given course is so essential as to remove the necessity for specific congressional approval. With due consideration for all the facts of the case, no such degree of essentiality has been established in the instant matter.

In view of the historical analysis and reappraisal of the general rule, restatement and discussion of the criteria for exceptions thereto, the congressional knowledge of our interpretation of training problems, and the absence of compelling reasons for treating the instant case as an exception, the decision of July 31, 1956, is sustained.

Sincerely yours,

JOSEPH CAMPRELL,
Comptroller General of the United States.

Mr. RAMSEY. Since the preparation of this statement, we have had an opportunity to consider some of the amendments which have been suggested in testimony to this committee. While we have not had an opportunity to review in detail those that are included in the committee print, we have seen those that are suggested in the new section 19 which, I believe, were Bureau of the Budget suggestions. Section 19 (a), I believe, is identical with the one we had recommended in our report of May 2. That is the one which would permit receipt of contributions from private sources by employees training in non-Federal facilities.

Section (b) would broaden the authority for attendance at meetings. The phrase "or which will contribute to improved conduct, supervision, or management of those functions or activities" appears to be the added language. The general purpose of this language, I believe, was discussed by Budget Bureau personnel with personnel of the General Accounting Office, and, while we had not had an opportunity to look at the precise language, we had indicated that we thought it would be necessary to do this in order to meet some of the objections that had been raised in the Brookings Institution case. We think this language would be broad enough to take care of similar cases.

There is another related problem which arises in connection with attendance at meetings, which we believe is not exactly the same thing as the training question. We understand from problems of which we are aware that, sometimes, Government employees, particularly scientists, biologists, physicists, and people of that category, have an opportunity or are invited by scientific professional organizations to address meetings and conventions. where there is an interchange of ideas. Those organizations, apparently, would be quite willing to pay the travel expenses or subsistence expenses of the employees attending, but the agencies themselves usually have no authority to accept those contributions. The employees themselves sometimes run into difficulties in accepting such contributions. It is a related problem on which the General Accounting Office would certainly be prepared to assist in preparing language which might cover that particular question. We think that it is a question which often arises in the attendance at meetings, and, as far as we know, section 211 of the HEW appropriations act is the only one that gives particular authority for that type of a situation. We have not had an opportunity to discuss with the Budget Bureau people their feelings on this problem, since it just occurred to us, frankly, this morning, and we were not able to get in touch with Mr. Jones or Mr. Parker, who were here before.

With reference to section 19 (c), which says—

the functions and responsibilities of the Civil Service Commission hereunder shall be exercised subject to the approval by the President—

we are not sure precisely what "approval by the President" means. If it means approval of the exercise of a nondiscretionary function which is vested in the Commission, I think a question is raised. If it means the ex post facto approval of something the Commission has done, that raises a question, too. If it means under the supervision and direction of the President, that is another thing. It occurs to us possibly this section 19 (c) might be clarified somewhat.

Mr. DENNISON. Might I interrupt there, Mr. Chairman?

Mr. HEMPHILL. Yes.

Mr. DENNISON. Do you have a suggested draft of a clarified section 19 (c) with you, or have you given consideration to one?

Mr. RAMSEY. We have given consideration, but we are not prepared just at the moment to suggest clarifying language. I think we might want to confer with the Bureau of the Budget. But we are prepared, if the committee wishes, to be of any assistance we can.

Mr. HEMPHILL. Is it possible to let us hear from you on that this afternoon?

Mr. RAMSEY. Yes. Mr. Jones, I think, is out of town. I do not know if Mr. Parker is in town or not.

Mr. HEMPHILL. We are trying our best to expedite this.

Mr. RAMSEY. We will undertake to do that, if possible.

Mr. DENNISON. I might suggest that, at the same time, you discuss with the Bureau of the Budget the other phases of the problem you mentioned, how expenses might be taken care of of people who attend professional meetings and things of that kind, and also the question of limitation. We would not want this thing to get out of hand and have everybody running off to meetings all over the country when their principal business is here in Washington, and there might be consideration given to language which would limit the use of this particular authority.

Mr. RAMSEY. Yes, sir. We notice that section 19 (a), which might be an appropriate place to insert such an amendment, provides it shall be to the extent authorized by regulations of the President. Of course we have no reason to think the President's regulations would not be adequate and sufficient; however, as we have said in connection with other items, if the congressional intent is to be followed precisely, it should be expressed.

Mr. HEMPHILL. You think it should be written into the language of the legislation specifically, instead of leaving a carte blanche authority in the President?

Mr. RAMSEY. Yes; we think, if there is a congressional intent that the Congress wishes to be followed, it should be included in the language.

That concludes my statement, Mr. Chairman.

Mr. HEMPHILL. Any further questions?

Mr. DENNISON. I wondered if you had any idea, or whether there is any record or statistical study, of the number of people who have been deprived of the opportunity of attending these professional society meetings by reason of the decisions of the General Accounting Office? You said you were going to put into the record one case.

Mr. RAMSEY. The one which we put in the record pertains to training for those agencies which have no specific authority for training. It is not on the related problem of attendance at meetings. I do not think we have such information. We answer those questions on the basis of the problem presented, and I do not think we have any such statistical information.

Mr. DENNISON. Can you indicate how frequently the problem occurs?

Mr. RAMSEY. I do not believe we could say how frequently it occurs, but I think it occurs fairly often, based on the number of questions we have on the problems both of training and attendance at meetings, and we have a number of decisions covering those problems, and I suppose we have a number of questions from time to time that never reach the decision stage. But both of the problems are of fairly frequent occurrence.

Mr. DENNISON. Thank you. That is all I have, Mr. Chairman.

Mr. HEMPHILL. There was a decision rendered by the General Accounting Office on November 15, 1957, decision B-134318, as follows:

Meetings: Management and executive development—Travel expenses—Activities of departments.

Meetings of a private organization (Brookings executive conference program) attended by select Department of Commerce personnel for purposes of executive development and improvement are not so particularly associated with the work of the Department in the performance of its statutory functions to be regarded as meetings "concerned with the activities for which appropriations are made" within the meaning of section 103 of the Department of Commerce and Related Agencies Appropriation Act, 1958, for payment by the Government of the travel and per diem of the personnel selected to attend. That part of 36th Comptroller General Decisions, page 474, or any other decisions indicating a contrary conclusion, overruled.

\\ That is what you are trying to get around?

Mr. RAMSEY. That particular problem would be taken care of by the language which has been suggested by the Bureau of the Budget. I believe the language they have suggested would have been sufficient to cover the Brookings case, but the other problem related to that, of whether such employees attending meetings might be allowed to receive contributions from those organizations for their travel expenses, would not be covered by the language suggested. It is a new problem which we will consult with the Bureau of the Budget on and see if we can agree on language.

Mr. HEMPHILL. You do not have to answer this question if you do not want to, or you can go off the record, but do you think they ought to be allowed to accept outside contributions for those purposes?

Mr. RAMSEY. Mr. Chairman, that is a difficult question, and one I think cannot be answered, categorically, "Yes" or "No." As to the scientific personnel, the people attending meetings of nonprofit organizations which are for the purpose of making known information in scientific fields, I think, perhaps, there would be no problem. If, though, the meeting is sponsored by a profitmaking organization with which this employee of the agency might have dealings on behalf of the Government, it might raise a situation where he either may be, or may be thought to be, subjected to some measure of, let us say, influence, and, perhaps, it is just as bad if the public thinks he is subjected to such influence as if he actually is. I think, for the protection of the employee, the agency, and the organization itself, the attitude of Congress should be definitely known so they will know what is expected of them and what they should not do. That type of thing we would be inclined to exclude, but we would be inclined to agree that the nonprofit scientific organization which asks for the attendance of a known authority in the Government to speak to the organization should be allowed, if it wishes, to help pay his travel expenses, or some part of them, subject to whatever limitations might appeal to the Congress.

Mr. DENNISON. It might be wise to consider the possibility or advisability of getting the consent of the agency head and, also, have any reimbursement made to the agency rather than to the individual involved so that there would be a clear accounting.

Mr. RAMSEY. That is a possibility. The HEW language which is in section 211, while quite broad in other aspects, does cover that particular point by saying that—

under regulations of the Secretary, this payment in cash or in kind may be retained by the employee to cover the cost of his travel or deposited to the credit of the appropriation from which the cost is paid as may be provided in such regulations.

Mr. HEMPHILL. If we had the travel cost in a usual appropriation, it would not be necessary. I have in mind where the Government

pays the travel expenses of these people, and we find they are accepting outside contributions, too. That caused a problem last year.

Mr. RAMSEY. Yes. As we understand, some of these organizations meet and hold—I suppose you would call them conventions or discussions, a seminar kind of thing—where the agency might think it would be profitable for one of their authorities to attend, but sometimes it is limited in travel funds and, if it had to pay the travel expenses, it might consider it could not send him, but, if somebody else could contribute to the expense, it might consider it worthwhile to send that person. In other words, the agency would cover the salary, and the organization might cover the travel expense.

Mr. HEMPHILL. If we do not put some safeguards in the legislation, something might happen that would reflect on the whole program.

Mr. RAMSEY. I agree with you, sir.

Mr. DENNISON. How does the Government handle the problem of these internal-revenue people who go to the tax seminars throughout the country and speak? Do you happen to know how the finances are arranged in cases of that kind?

Mr. RAMSEY. I am not sure about it, but I think, the Internal Revenue Service has, or has had up until recently, authority for training and for sending their people to that type of thing.

Mr. DENNISON. I have no further questions.

Mr. HEMPHILL. Mr. Scott?

Mr. SCOTT. No questions.

Mr. HEMPHILL. I have a couple of questions. On the first page of your statement, you say:

The training must be essential to carry out the purposes for which the appropriation is made.

Who is going to be the judge of whether the training is essential?

Mr. RAMSEY. In the decisions we have referred to today, we in the General Accounting Office have come to that conclusion. This is in the absence of statutory authority. We have thought that an appropriation made for a specific purpose is properly available for anything that is essential for carrying out that purpose. For example, if we had an appropriation for installing electronic bookkeeping equipment in the Treasury Department, then if the Treasury Department cannot train some people for a while to operate it, obviously, the purpose of that appropriation would be frustrated. So we, on submission and examination of the facts, have expressed our opinion as to whether this particular training is essential for carrying out the purpose of the appropriation. That is only in the case where there is no specific authority for training.

Mr. HEMPHILL. It would be difficult for Congress, in the legislation, to spell out what was essential.

Mr. RAMSEY. Yes; it would. We have never quarreled with the purpose of training civilian employees. We think it is an excellent thing. All we have done is to say if training is to be done on a broad scale it should be on the basis of legislation by Congress, and we should not be required to decide each specific case.

Mr. HEMPHILL. I believe you said the reason you turned some down was because you did not think the agency had the power?

Mr. RAMSEY. Yes, sir.

Mr. HEMPHILL. Any further questions?

Do either of the other gentlemen want to make a statement?

Mr. CAMPBELL. No, sir.

Mr. MARTINY. No, sir.

Mr. HEMPHILL. Thank you very much.

The next witness is Lt. Gen. Willard S. Paul, USA, retired, president of Gettysburg College, representing the Citizens Committee for Hoover Reports.

I believe you were a member of a task force of the Hoover Commission on Organization of the Executive Branch of the Government dealing with personnel problems in the Department of Defense.

General PAUL. That is right.

**STATEMENT OF LT. GEN. WILLARD S. PAUL, USA, RETIRED,
PRESIDENT OF GETTYSBURG COLLEGE, REPRESENTING THE
CITIZENS COMMITTEE FOR HOOVER REPORTS**

General PAUL. I have no prepared, written statement, Mr. Chairman, but I would like to make an oral observation, if I may, that I was Director of Personnel in G-1 of the Army before I retired, and in all the work we have found a great weakness in management, and a great weakness in management exists because the Government has not done anything about developing the people they have. The people are there, and thousands of them are developing themselves with night-school courses, to their own benefit, it is true, but also to the benefit of the Government and the jobs in which they are working.

As the first witness said, Congressman Dixon, the advance in knowledge is extremely fast now in practically all lines, and while the scientific and professional personnel require training, the administrator requires training too, to keep abreast of what is going on, and we must constantly be retraining people and we need to make an effort in a systematic manner to do that.

I have gone over sketchily S. 385 and H. R. 6001. We support both of those, and particularly the latter one with the amendments on it.

The training conferences, workshops, and that sort of thing are very vital in the work of these people and in the carrying on of their jobs, in my estimation. Industry does it constantly. The Defense Department now has the authority, as you know, and are constantly training their people.

I believe there must be flexibility in the program. I believe the agency should be forced to pick out their people and train them under the aegis and general staff assistance of the Civil Service Commission. I think unless we do that we are going to be in the same fix we are in now of never developing our managerial people and never bringing our people up from below from within the civil service, and I think we can do a great deal in that regard.

I will be glad to answer any questions on that.

Mr. HEMPHILL. Thank you. Mr. Dennison.

Mr. DENNISON. I did not understand if you approve the Senate bill, S. 385, or H. R. 6001.

General PAUL. We approve S. 385 and go along with H. R. 6001, as amended. I say that because I have not inspected either of them thoroughly.

Mr. DENNISON. Were you here when Congressman Dixon appeared this morning?

General PAUL. Yes.

Mr. DENNISON. He suggested a possible amendment on page 8 of H. R. 6001 which would change the wording "requirements for * * * maximum practicable uniformity" to "reasonable uniformity." Would you support that suggested change, and if so for what reasons?

General PAUL. I would support it very definitely because the needs of these departments are not uniform. They are definitely far from it. I think we have to have a great deal of flexibility in this program. However, it has to be under the aegis and general staff assistance of the Civil Service Commission. I would support his amendment.

Mr. DENNISON. Do you think his proposed change would lessen the authority of Congress in this particular program?

General PAUL. No; I do not.

Mr. DENNISON. That is all I have. Thank you.

Mr. HEMPHILL. Mr. Scott.

Mr. SCOTT. No questions.

Mr. HEMPHILL. I believe the Army has its training authority under an appropriation bill?

General PAUL. Yes. In my personal case I was given a job I knew nothing about. I took courses at American University eventually leading to a graduate degree. But I had to have the courses in order to do the job and I took the courses at my own expense.

Mr. HEMPHILL. I believe also you have the War College and other institutions in the Defense Department for that purpose.

General PAUL. That is right.

Mr. HEMPHILL. You said especially the first line and middle line levels. Did you have in mind some grade levels?

General PAUL. I think we should particularly start and search at the grade 5 level. I don't mean to ignore the people below that, but I believe that there is the level at which we should really make some steps and efforts to get those people earmarked for higher jobs and to train them toward that end.

I think you have two steps. You have 5 to 11, and 11 on up, different types of training but, nevertheless, training needed for those people.

Mr. HEMPHILL. Do you think it would be beneficial to have legislation to spell out that we start at grade 5 on up?

General PAUL. No. I think the more broad and flexible your legislation the better it is. I may be in opposition to some of my previous opponents' testimony.

Mr. HEMPHILL. That causes me to ask this question: Do you not think that Congress should spell out the guidelines?

General PAUL. Yes. I don't think you should get into too much detail.

Mr. HEMPHILL. Another question occurs to me: With your experience with personnel, do you think the Civil Service Commission or any other top agency could make general regulations covering the entire field or not?

General PAUL. I think they could make a broad general regulation, but I think the implementation of that regulation must rest in the hands of the management, the agency heads themselves if it is going to be effective and worth while.

Mr. HEMPHILL. Are there further questions?

Mr. DENNISON. I just wanted to be clear in my own mind, by saying that you think that you should start with grade 5. You do not mean by that to exclude the grades 11 and up, either?

General PAUL. No. I specifically said I do not think we should exclude them. I think there is the time we should really begin to look hard.

Mr. DENNISON. Thank you.

Mr. HEMPHILL. Thank you, General. We deeply appreciate your coming.

The next witness is Mr. Vaux Owen, president, the National Federation of Federal Employees, AFL.

Please identify yourself for the record, and also the gentleman accompanying you.

STATEMENT OF VAUX OWEN, PRESIDENT, NATIONAL FEDERATION OF FEDERAL EMPLOYEES; ACCOMPANIED BY HENRY G. NOLDA, SECRETARY-TREASURER, NATIONAL FEDERATION OF FEDERAL EMPLOYEES

Mr. OWEN. Mr. Chairman and members of the subcommittee: I am Vaux Owen, president of the National Federation of Federal Employees. The gentleman accompanying me is Mr. Henry G. Nolda, secretary-treasurer of our organization.

Mr. HEMPHILL. Thank you, sir.

Mr. OWEN. We are appearing today to express the strong support of the National Federation of Federal Employees for legislation, now under consideration here, which has for its purpose the extension and strengthening of the Federal Government's training programs for its employees.

The Senate already has acted favorably on such legislation, having passed S. 385 at the last session of the Congress.

For many years, the National Federation of Federal Employees has emphasized the importance of and the need for action in this area.

There is, of course, nothing either new or novel about employee-training programs.

They have been an integral part of progressive personnel administration in private business and industry for decades. Such programs represent enlightened self-interest on the part of management, public as well as private. The greatest beneficiaries, in the long run, are not the employees, but the Government and the people they serve—through increased efficiency in the many skills which today are required by the Government.

There is general recognition, now, that the present training program of the Government, the world's largest employer, falls far short of the need.

That was true a year and more ago; we hardly need belabor the fact that developments of recent months have heavily underscored that need. The responsibilities of the Federal Government in the present

critical world situation are such that we can no longer afford the comfortable luxury of delay—of too little and too late.

The kind of training, both in service and out of service, which this legislation will enable the Federal Government to provide for qualified employees is, of course, by no means the only answer to our problem. But it is one vitally essential step which can and, indeed, must be taken if we are to keep pace, and if our Federal departments and agencies are to be rendered increasingly effective in fulfilling their many and varied missions in the national interest.

In commenting on S. 385 last year, the then Chairman of the United States Civil Service Commission called the need for interagency and out-of-service training desperate. That description was cited before the developments on the world scene which have given still greater urgency to this problem, and have made so necessary the passage of legislation such as that which is now before this subcommittee.

In addition to the enabling legislation, sufficient funds should be made available so that the program can be carried forward in a way which is reasonably commensurate with the Government's requirements. Moreover, adequate funds must be accompanied, on the part of administrators, by a determination to carry out the program so that maximum results will accrue. The enlarged program, when it has been authorized—as we hope it will be through final favorable action by the Congress and approval by the President—must become a living part of the Government's whole program of personnel administration. That will require positive and continuing action and attention on the part of administrators in order to bring the program to its fullest potential.

The measures now before the subcommittee, S. 385, H. R. 1989, and H. R. 6001, are similar, and all are directed toward the same constructive objective.

H. R. 1989 and H. R. 6001 contain certain restrictions—which can be waived under various circumstances—which are not found in S. 385.

We suggest that, while steps should be taken to protect the program against possible abuses of one kind or another, detailed restrictive provisions toward this end included in the legislation itself might tend to affect its flexibility from the administrative standpoint. We believe that the provisions of S. 385 are adequate in this regard; that proper and necessary safeguards can and should be written into the regulations to be issued under authority of the President; and that the required detailed annual report to Congress, covering each individual employee involved in the training program, will provide the Congress with an effective review.

The National Federation of Federal Employees is greatly encouraged by the wide interest shown in this legislation, as manifested by the action of the Senate in passing S. 385, by the introduction of H. R. 1989 and H. R. 6001, by the sympathetic concern of the members of this subcommittee and other Members of the Congress and, as well, by the administration's expressed support of an enlarged employee-training program.

We urge favorable action by the subcommittee, and wish to voice our appreciation to the subcommittee for this opportunity of presenting our views on this very important subject.

Mr. HEMPHILL. Thank you very much.

Are there any questions, Mr. Scott?

Mr. SCOTT. No questions.

Mr. HEMPHILL. Mr. Dennison?

Mr. DENNISON. Thank you very much, Mr. Owen. Although I understand you are presently in favor of S. 385, that would not rule out your support of S. 6001, would it?

Mr. OWEN. No. We are interested in the principles involved, and are not quibbling over the legislation.

Mr. HEMPHILL. I would like to ask a question about your statement. You are commenting on the restrictions. As a matter of fact, if you put restrictions on, it would be a lot easier to take them off later than it would be to put them on, would it not?

Mr. OWEN. I think that is true.

Mr. HEMPHILL. If Congress does not set the guidelines of restrictions, we will be faced with the proposition of interpretation by either a court or somebody else, which might not even carry out the intent of Congress. Is that not true?

Mr. OWEN. I think that is true. I certainly think Congress would want to consider what restrictions it would want to write into the law. I was impressed by the testimony of the General Accounting Office in that respect. You have the problem there of how the financial officers of the Government and how the GAO is going to pass on these cases when they come before them. I certainly would recommend close attention to what the GAO said in its testimony.

Mr. HEMPHILL. I hope the gentleman shares my feeling that, as long as Congress has control, the people have control.

Mr. OWEN. I believe that.

Mr. HEMPHILL. Congress has to go back to the people, while some others, at least, think themselves removed.

Are there further questions?

If not, we thank you very much.

Mr. OWEN. Thank you, sir.

Mr. HEMPHILL. Our next witness is Mr. Thomas G. Walters, operations director, Government Employees' Council, AFL-CIO. We are glad to have you, Mr. Walters.

STATEMENT OF THOMAS G. WALTERS, OPERATIONS DIRECTOR, GOVERNMENT EMPLOYEES' COUNCIL, AFL-CIO

Mr. WALTERS. For the record, Mr. Chairman, my name is Thomas G. Walters, operations director of the Government Employees' Council.

With your permission, Mr. Chairman, I would like to file a short statement and make a very brief oral presentation.

Mr. HEMPHILL. Without objection, it will be filed.

Mr. WALTERS. The Government Employees' Council is made up of 23 national and international unions whose membership, in whole or in part, are civil-service employees. The total Federal and postal employee membership of the Government Employees' Council is more than 600,000.

We appreciate hearings being held on S. 385, H. R. 6001, and H. R. 1989. I am delighted to appear before this subcommittee on behalf of the Government Employees' Council to testify in support of the intent of the three bills pending before this subcommittee.

March 11, 1957, on behalf of the Government Employees' Council, I appeared before the Senate Subcommittee on Post Office and Civil Service and testified in support of the intent and purpose of S. 385, but strongly recommended that the responsibility for carrying out Federal employee training programs be vested in the Civil Service Commission and to require at least annual reports to the Congress.

We further recommended that S. 385 be amended by including language that would guarantee that none of the money appropriated for this training program could be used for training of employees in the obnoxious field of time and motion study or performance engineering systems.

We in the Government Employees' Council are strong in our opinion that much money in the Federal Government has been foolishly spent on time and motion study and on employee engineering firms to make a study and recommendations on how to operate the Federal Government. Most of these studies have been made by people who had very little, if any, knowledge of the working and operation of this farflung Government of ours.

We believe there is an urgent need for the type of legislation as outlined in the three bills before this committee, and strongly recommend early enactment of a satisfactory measure that will permit Federal employees to be trained in and out of the Federal service.

As we move into the day of automation and of specialization, we must, of necessity, give special training to a goodly number of the employees in the Federal service.

Mr. Chairman and members of the subcommittee, the member unions of the Government Employees' Council are ready, willing, and anxious to work with the members of this subcommittee and your staff in an effort to develop a real training law that will be in keeping with the times and will aid the Federal Government to better perform the duties and services that are required, and to keep, as near as humanly possible, abreast with the improvements and training in private industry.

We appreciate the opportunity of appearing before this committee, and would like to reemphasize over and over again that we in the Government Employees' Council strongly believe that there is a great need for authorization by law to permit in and out of Federal service training for a goodly number of Federal employees.

Of the three bills now pending before this committee, we believe that H. R. 6001 comes nearer carrying out the intent that I think prevails in the minds of most Members of Congress. We very definitely support the intent of the three bills that are before this committee, but we do feel that, if the Civil Service Commission—and we believe that is the proper agency to have charge of this type of program—is charged by the Congress with the responsibility of operating this program, and to make reports to the Congress, that would, perhaps, be the better approach to a long-range operation of this type in the Government.

We do feel, very keenly, that this committee and the Congress should set down the ground rules and keep the Congress to the point to where they will be the final say in this program.

We realize it would be most difficult to write into law all the safeguards that might be necessary, but the general ground rules, we

believe, should be spelled out by the Congress, and then regulations issued implementing the Congress' intent.

We trust that this legislation will be expedited and become law during this session of Congress.

We supported this legislation in the Senate, and we support it before this committee, and will support it on the floor of the House and in the House at the proper time.

Thank you, Mr. Chairman, for holding the hearings and for giving us the opportunity of appearing and testifying in support of the intent of this legislation.

Mr. HEMPHILL. Thank you very much.

Are there any questions, Mr. Dennison?

Mr. DENNISON. I have no questions.

Mr. HEMPHILL. Are there any questions, Mr. Scott?

Mr. SCOTT. No questions, Mr. Chairman.

Mr. HEMPHILL. I would like to comment. Maybe I missed it in your testimony, but do you think Congress should spell out the guidelines?

Mr. WALTERS. Yes, sir.

Mr. HEMPHILL. Do you think that Congress should have such restrictions as will make sure that the intent of Congress is carried out?

Mr. WALTERS. Very definitely, Mr. Chairman. We feel that, perhaps, it would be better to place the responsibility of carrying out the intent of Congress in the hands of the Civil Service Commission.

Mr. DENNISON. Will the gentleman yield?

Mr. HEMPHILL. Certainly.

Mr. DENNISON. Would you say that H. R. 6001 adequately spells out the guidelines?

Mr. WALTERS. Well, I think it comes nearer spelling them out than the other bills. I won't class myself as enough of an expert on this to say it spells it all out, Mr. Dennison, but I do feel that H. R. 6001 is leading in the right direction, and there might be some changes here and there in the bill, but, generally speaking, I would prefer the way in which H. R. 6001 attempts to go, rather than the other bills. Don't misunderstand me. We are not opposing any of the bills, but we do feel that H. R. 6001, perhaps, is going in the better direction.

Mr. DENNISON. Thank you.

Mr. HEMPHILL. Thank you very much.

Mr. WALTERS. Thank you, Mr. Chairman.

Mr. HEMPHILL. I might state that, prior to the appointment of this subcommittee, the full committee had the privilege of hearing Mr. John D. Rockefeller 3d. We are going to include in the printed record of these hearings the testimony he gave before the full committee.

(For the testimony referred to, see p. 11, pt. 1.)

Mr. HEMPHILL. I also have a telegram here I would like to read for the record at this time:

FAYETTEVILLE, ARK.

CHAIRMAN, HOUSE COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
House of Representatives, Washington, D. C.:

I am unable to be present at your subcommittee hearings on H. R. 6001 scheduled on Monday morning, June 16. Beg you to read into record, however, that the American Association of Land-Grant Colleges & State Universities supports objectives of this legislation fully and desire that the provisions of

the legislation contain maximum flexibility for accomplishment of objectives with all agencies in many different types of training assignments.

JOHN T. CALDWELL,
Chairman, Committee on Federal Legislation, Land-Grant Colleges Association.

We happen to have with us this morning as a guest, Mr. J. B. Westcott, who is professor of political science of the Maxwell School of Citizenship and Public Affairs.

With him are some distinguished representatives of various countries. We welcome all of you. I believe 6 of the gentlemen are from the Indian Institute of Public Affairs of New Delhi, India: 2 of the gentlemen are from the Egyptian Institute of Public Affairs, Cairo, Egypt: 1 of the gentlemen is from Pakistan Institute of Public Affairs, Karaichi, Pakistan: 1 is professor of law at the University of Seoul, Korea; 1 is a public official from Indonesia.

We are happy to have you gentlemen.

Now, without objection, I will insert in the record a list of the agencies who have training authority and the legislation authorizing training of Federal employees at nongovernmental facilities; also, a list of the training bills which have been introduced during the 85th Congress.

This material was compiled June 2, 1958, by the Program and Planning Division, Bureau of Programs and Standards, Civil Service Commission.

(The material referred to follows:)

LEGISLATION AUTHORIZING TRAINING OF FEDERAL EMPLOYEES AT NONGOVERNMENTAL FACILITIES

INTRODUCTION

There is no governmentwide legislative authority to send Federal employees to non-Federal facilities for training, even when such training would clearly benefit the Government. Some agencies, however, have succeeded in obtaining special legislation—sometimes broad, sometimes quite limited—authorizing such training for some of their employees.

The training authority of five agencies is carried in appropriation acts which must be renewed annually. Authority of the other agencies is carried in basic laws which remain in effect until amended or repealed.

The following pages quote the training authority, (and cite its source) of each of the agencies known to have it—

in appropriation acts.

in basic legislation.

Following these quotations is a list of training bills which have been introduced during the 85th Congress.

AGENCIES AUTHORIZED TO OBTAIN OUTSIDE TRAINING

APPROPRIATIONS ACTS

Civil Aeronautics Board

[Appropriations are available for] "Salaries and traveling expenses of employees detailed to attend courses of training conducted by Government or industries serving aviation" (Public Law 85-52, 1st sess.; same language carried in H. R. 12540, 2d sess.).

Department of Defense (including Departments of the Army, Navy, and Air Force)

"SEC. 603. Appropriations contained in this Act shall be available for * * * all necessary expenses, at the seat of government of the United States of America or elsewhere, in connection with (1) instruction and training, including tuition, specifically approved by the Secretary of the Department concerned and not otherwise provided for, of civilian employees, * * *" Provided that no appropriation contained in this Act, and no funds available from prior appropriations to component departments and agencies of the Department of Defense, shall be

used to pay tuition or to make other payments to educational institutions in connection with the instruction or training of file clerks, stenographers, and typists receiving, or prospective file clerks, stenographers, or typists who will receive compensation at a rate below the minimum rate of pay for positions allocated to grade GS-5 under the Classification Act of 1949, as amended" (Public Law 85-117, 1st sess.; same language carried in H. R. 12758, 2d sess.).

Food and Drug Administration, Department of Health, Education, and Welfare

[Appropriations are available for] "Payment of fees, travel and per diem in connection with studies of new developments pertinent to food and drug enforcement operations" (Public Law 85-67, 1st sess.; same language carried in H. R. 11645, 2d sess.).

Internal Revenue Service, Treasury Department

"* * * *Provided*, That not to exceed \$200,000 of the amount appropriated herein shall be available for expenses of instruction and facilities for the training of employees by contract, subject to such regulations as may be prescribed by the Secretary of the Treasury" (Public Law 85-354, 2d sess.).

Post Office Department

"SEC. 202. During the current fiscal year, and under such regulations as may be prescribed by the Postmaster General, not to exceed an aggregate of \$100,000 shall be available from any funds available to the Post Office Department, as may be determined by him, for expenses necessary to enable the Department to participate in Federal or non-Federal training programs and for necessary expenses of training officers and employees * * * in such subjects or courses of instruction in either Federal or non-Federal facilities as will contribute to the improved performance of their official duties: *Provided*, That not more than forty-five of such officers and employees may participate in any training program in a non-Federal facility which is of more than ninety days' duration" (Public Law 85-354, 2d sess.).

BASIC LAWS

Atomic Energy Commission

SEC. 161 (a). [The Commission is authorized to] "assign scientific, technical, professional, and administrative employees for instruction, education, or training by public or private agencies, institutions of learning, laboratories, or industrial or commercial organizations and to pay the whole or any part of the salaries of such employees, costs of their transportation and per diem in lieu of subsistence in accordance with applicable laws and regulations, and training charges incident to their assignments (including tuition and other related fees): *Provided, however*, That (1) not more than one per centum of the eligible employees shall be so assigned during any fiscal year, and (2) any such assignment shall be approved in advance by the Commission or shall be in accordance with a training program approved by the Commission: *And provided further*, That appropriations or other funds available to the Commission for salaries or expenses shall be available for the purposes of this subsection" (Atomic Energy Act of 1954, Aug. 30, 1954, ch. 14, 68 Stat. 919).

Central Intelligence Agency

"SEC. 4 (a). Any officer or employee of the Agency may be assigned or detailed for special instruction, research, or training, at or with domestic or foreign public or private institutions; trade, labor, agricultural, or scientific associations; courses or training programs under the National Military Establishment; or commercial firms. (b) The Agency shall, under such regulations as the Director may prescribe pay the tuition and other expenses of officers and employees of the Agency assigned or detailed in accordance with provisions of subsection (a) of this section in addition to the pay and allowances to which such officers and employees may be otherwise entitled" (63 Stat. 203).

Civil Aeronautics Administration, Department of Commerce

"SEC. 307 (b). The Secretary of Commerce is empowered to detail annually employees of the Civil Aeronautics Administration engaged in technical or professional duties for training at Government expense, either at civilian or other institutions not operated by the Secretary of Commerce. Such courses of instruction shall include, but not be limited to, aerodynamics, engineering mechanics, aircraft design and construction, and related subjects dealing with the scientific

problems of aeronautics, such as advanced engineering techniques and practices, training in celestial navigation, advanced flight and flight test methods and procedures, application of medical and legal science to problems of aviation, and the use of radio in aviation. There is hereby authorized to be appropriated such sums, not to exceed \$50,000 for any fiscal year, as may be necessary to carry out the provisions of this subsection" (64 Stat. 417).

Federal Deposit Insurance Corporation

"SEC. 10 (a). The Board of Directors shall administer the affairs of the Corporation fairly and impartially and without discrimination. The Board of Directors of the Corporation shall determine and prescribe the manner in which its obligations shall be incurred and its expenses allowed and paid. The Corporation shall be entitled to the free use of the United States mails in the same manner as the executive departments of the Government. The Corporation with the consent of any Federal Reserve bank or of any board, commission, independent establishment, or executive department of the Government, including any field service thereof, may avail itself of the use of information, services, and facilities thereof in carrying out the provisions of this Act" (64 Stat. 882).

Federal Maritime Board and the Maritime Administration, Department of Commerce

"The Board (for the Federal Maritime Board) and Secretary (of Commerce for the Maritime Administration), under such rules and regulations as they may prescribe, may detail annually not to exceed five members of the personnel of the Board and Secretary for engineering, technical, or other scientific education and training at Government expense at institutions for scientific education and research, to enable such persons to acquire advanced and specialized knowledge or training of particular advantage to the Board and Secretary in carrying out the functions of this chapter" (46 U. S. C. 1111 (e)).

Bureau of Indian Affairs, Department of the Interior

"* * * The proviso of the Act of August 24, 1912 (37 Stat. 519, 25 U. S. C. 275), as amended * * * is hereby amended to read: 'Provided, That hereafter teachers in schools operated by the Bureau of Indian Affairs may be allowed, in addition to annual leave, educational leave not to exceed thirty workdays per calendar year, or sixty workdays in every alternate year, for attendance at educational gatherings, conventions, institutions, or training schools, if the interest of the Government requires, under such regulations as the Secretary of the Interior may prescribe; and no additional salary or expense on account of such leave of absence shall be incurred' (25 U. S. C. 275).

National Advisory Committee for Aeronautics

"* * * the National Advisory Committee for Aeronautics (hereinafter referred to as the NACA) is authorized to grant to any professional employee of demonstrated ability, who has served not less than one year in the NACA, a leave or leaves of absence from his regularly designated duties for the purpose of allowing such employee to carry on graduate study or research in institutions of learning accredited as such by the laws of any State. * * *

"SEC. 2. Leaves of absence may be granted under authority of this Act only for such graduate research or study as will contribute materially to the more effective functioning of the NACA.

"SEC. 3. Leave or leaves of absence which may be granted to any employee under authority of this Act shall not exceed a total of one year.

"SEC. 4. Tuition and other incidental academic expenses shall be borne by the employee.

"SEC. 5. Any leave of absence granted under the provisions of this Act shall be without loss of salary or compensation to the employee and shall not be deducted from any leave of absence with pay authorized by any other law. Any such employee shall make a definite statement, in writing, that he will return to and, unless involuntarily separated, will remain in the service of NACA for a period of six months if the period for which he is granted such leave of absence does not exceed twelve weeks, or for a period of one year if the period of leave exceeds twelve weeks. Any employee who does not fulfill any such commitment shall be required to reimburse the Government for the amount of the leave granted under this Act.

"SEC. 6. The total of the sums expended pursuant to this Act shall not exceed two percent of the total salaries paid to NACA professional employees during the fiscal year" (72 Stat. 48).

Public Health Service, Department of Health, Education, and Welfare

Title III—General Powers and Duties of Public Health Service:

"SEC. 301. The Surgeon General shall conduct in the Service, and encourage * * * and promote the coordination of research, investigations, experiments, demonstrations, and studies relating to * * * In carrying out the foregoing the Surgeon General is authorized to * * * (g) Adopt, upon recommendation of the National Advisory Health Council, or with respect to cancer, upon recommendation of the National Advisory Cancer Council, or, with respect to mental health upon recommendation of the National Advisory Mental Health Council, or with respect to heart diseases, upon recommendation of the National Advisory Heart Council, or, with respect to dental diseases and conditions, upon recommendations of the National Advisory Dental Research Council, such additional means as he deems necessary or appropriate to carry out the purposes of this section" (42 U. S. C. 241).

Bureau of Public Roads, Department of Commerce

"SEC. 16. During any fiscal year the Federal Highway Administrator is authorized in his discretion, to detail not to exceed ten of the regularly employed personnel of the Bureau of Public Roads as students for limited periods at such technical institutions as will enable such personnel to acquire special knowledge which will better fit them for the lines of work to which they are assigned: *Provided*, That no expense other than the salaries of personnel so detailed and the cost of tuition and other regular fees required at such institutions shall be incurred by the United States under this section" (23 U. S. C. 116).

Department of State

"SEC. 573 (b). Any officer or employee of the Service may be assigned or detailed for special instruction or training at or with public or private nonprofit institutions; trade, labor, agricultural or scientific associations, or commercial firms" (22 U. S. C. 963).

"SEC. 705. The Secretary may, under such regulations as he may prescribe, pay the tuition and other expenses of officers and employees of the Service, assigned or detailed in accordance with the provisions of section 963 (b) of this title for special instruction or training at or with public or private nonprofit institutions, trade, labor, agricultural or scientific associations, or commercial firms" (22 U. S. C. 1045).

Tennessee Valley Authority

"SEC. 4(g). (The Corporation) shall have such power as may be necessary or appropriate for the exercise of the powers herein specifically conferred upon the Corporation (48 Stat. 60).

United States Information Agency

"In carrying on activities which further the purposes of this chapter, subject to approval of such activities by the Secretary [of State], the Department [of State] and the other Government agencies are authorized * * * (4) to make grants for, and to pay expenses incident to, training and study" (22 U. S. C. 1472).

Veterans' Administration

"SEC. 459. Courses of instruction for professional personnel of Administration. The Administrator of Veterans' Affairs, in his discretion, may provide courses of instruction for the professional personnel of the Veterans' Administration, and may detail employees to attend the same, and may detail not more than 2 per centum of such professional personnel to attend professional courses conducted by other than Veterans' Administration agencies, and such employees in addition to their salaries shall be entitled to the payment of expenses incident to such detail, including transportation: *Provided, however*, That travel or instruction outside the continental limits of the United States shall not be authorized under this section" (June 7, 1924, ch. 320, title I, sec. 33, as added July 2, 1926, ch. 723, sec. 6, 44 Stat. 793, and amended July 3, 1930, ch. 863, sections 1, 2, 46 Stat. 1016).

"(b)(1) The Administrator is authorized to place in schools of Army, Navy, and Public Health Service, and in civil institutions of learning, with the consent of the authorities concerned, full-time professional, technical, and medical administrative employees of outstanding ability employed in the Department of

Medicine and Surgery, other than temporary employees * * * on duty for a period not to exceed two hundred and eighty days in a year, for the purpose of increasing their professional knowledge or technical training in field of medical education, research and related sciences and occupations or their proficiency in medical administrative techniques and which will materially contribute to the medical care and treatment of veterans and the more effective functioning of the Department of Medicine and Surgery: *Provided*, That the number of any one class of employees placed upon such duty at any one time shall not exceed 5 per centum of full-time personnel of such classes employed in the Department: *And provided further*, That no full-time employee with less than two years of experience in the service of the Veterans' Administration shall be placed upon such duty for a full academic year or the equivalent thereof" (Mar. 10, 1950, ch. 55, 64 Stat. 18).

"9. The Administrator shall have the power to provide courses of instruction for personnel and may detail employees to attend the same and may detail any such personnel to attend courses conducted by other than Veterans' Administration agencies, including private organizations, and such employees in addition to their salaries shall be entitled to the payment of expenses incident to such detail, including transportation and tuition, as the Administrator by rules and regulations shall provide;" (This wording has been interpreted as referring exclusively to the personnel concerned with the rehabilitation of disabled persons.) (March 24, 1943, ch. 22, pt. VII, 57 Stat. 44.)

"SEC. 33. The director, in his discretion, may provide courses of instruction for the professional personnel of the Bureau and may detail employees to attend the same, and may detail not more than 2 per centum of such professional personnel to attend professional courses conducted by other than bureau agencies, and such employees in addition to their salaries shall be entitled to the payment of expenses incident to such detail, including transportation: *Provided, however*, That travel or instruction outside the continental limits of the United States shall not be authorized under this section" (sec. 6, Public Law 448, 69th Cong.).

Weather Bureau, Department of Commerce

"SEC. 803. In order to promote safety and efficiency in air navigation to the highest possible degree, the Chief of the Weather Bureau * * * shall, in addition to any other functions or duties pertaining to weather information for other purposes * * * (8) detail annually, within the limits of available appropriations made by Congress, members of the Weather Bureau personnel for training at Government expense, either at civilian institutions or otherwise, in advanced methods of meteorological science: *Provided*, That no such member shall lose his individual status or seniority rating in the Bureau merely by reason of absence due to such training" (49 U. S. C. 603).

District of Columbia Government (appropriation act)

[Appropriations for the Metropolitan Police Department are available for] "* * * expenses of attendance, without loss of pay or time, at specialized police training classes and pistol matches, including tuition and entrance fees * * *"

[Appropriations for the Department of Health are available for] "* * * not to exceed \$1,000 for attendance without loss of pay or time at specialized medical or public health training courses or institutes, tuition and entrance fees, and travel expenses and fees for visiting lecturers or experts in public health and related fields * * *"

[Appropriations for the Department of Vehicles and Traffic are available for] "* * * expenses of attendance of one person, without loss of pay or time, at specialized traffic engineering classes, including tuition and entrance fees * * *"
(Public Law 85-61, 1st sess.)

EMPLOYEE TRAINING BILLS INTRODUCED DURING 85TH CONGRESS (OUTSERVICE TRAINING)

GENERAL COVERAGE

- S. 385 (Johnston and Neuberger) (administration bill)—Committee on Post Office and Civil Service
- H. R. 6001 (Rees)—Committee on Post Office and Civil Service
- H. R. 1989 (St. George)—Committee on Post Office and Civil Service
- S. 2991 (Smith)—Committee on Post Office and Civil Service

SPECIAL COVERAGE

- S. 3034 (Murray) for Interior Department—Committee on Interior and Insular Affairs
S. 3140 (McClellan) for General Services Administration—Committee on Government Operations
S. 3318 (Green and Wiley) for Mutual Security Administration—Committee on Foreign Affairs
H. R. 12181 (Morgan) (identical with S. 3318) for Mutual Security Administration—Committee on Foreign Affairs
S. 3609 (Johnson) for National Aeronautics and Space Agency—Special Committee on Space and Astronautics
H. R. 11881 (McCormack) for National Aeronautics and Space Agency—Select Committee on Astronautics and Space Exploration
H. R. 12575 (McCormack) for National Aeronautics and Space Agency—Select Committee on Astronautics and Space Exploration
S. 2020 (Hill) for Railroad Retirement Board—Committee on Labor and Public Affairs
H. R. 7166 (Harris) for Railroad Retirement Board—Committee on Interstate and Foreign Commerce
H. R. 6247 (Harris) for Department of Commerce—Committee on Interstate and Foreign Commerce
H. R. 11257 (Harris) for National Science Foundation—Committee on Interstate and Foreign Commerce

Mr. HEMPHILL. We have a short statement from our colleague, Hon. Stuyvesant Wainwright.

STATEMENT OF HON. STUYVESANT WAINWRIGHT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. WAINWRIGHT. Mr. Chairman and members of the subcommittee, this legislation is something in which I have been most personally interested. It is as important to the Government as sabbatical leave is to the teaching profession. Minor differences with the Senate can and should be easily ironed out.

Chairman Murray and Mr. Rees, as well as the members of this subcommittee, deserve special honors for promptly scheduling these hearings. I only hope that the House will act with equal vigor.

Thank you.

Mr. HEMPHILL. We will now recess until 9:30 tomorrow morning.

(Whereupon, at 11:25 a. m., the committee recessed, to meet in executive session at 9:30 a. m., Tuesday, June 17, 1958.)

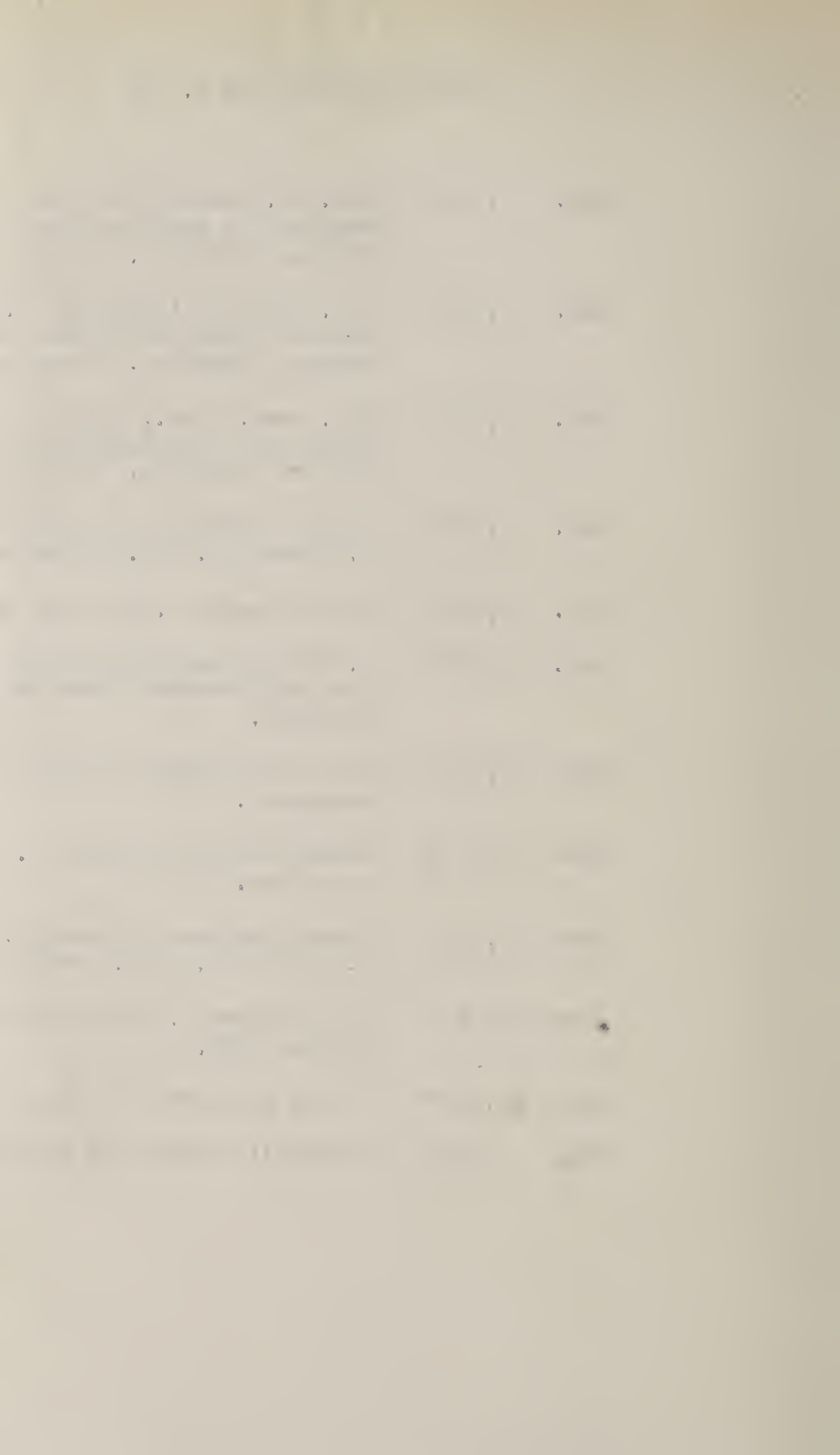
LEGISLATIVE HISTORY

Public Law 85-507
S. 385

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Index and summary of S. 385

Jan.	5, 1957	Rep. St. George introduced H. R. 1989 which was referred to the House Post Office and Civil Service Committee. Print of bill as introduced.
Jan.	9, 1957	Sen. Johnston introduced S. 385 which was referred to the Senate Post Office and Civil Service Committee. Print of bill as introduced.
Mar.	14, 1957	Rep. Rees, Kans., introduced H. R. 6001 which was referred to the House Post Office and Civil Service Committee. Print of bill as introduced.
Apr.	8, 1957	Senate committee reported S. 385 with amendment. S. Report No. 213. Print of bill and report.
Apr.	12, 1957	Senate passed S. 385 with amendment.
Apr.	15, 1957	S. 385 was referred to the House Post Office and Civil Service Committee. Print of bill as referred.
June	18, 1958	House subcommittee ordered S. 385 reported with amendment.
June	19, 1958	House committee ordered S. 385 reported with amendment.
June	24, 1958	House committee reported S. 385 with amendments. H. Report No. 1951. Print of bill and report.
June	26, 1958	House passed S. 385 as reported, under suspension of the rules.
June	27, 1958	Senate concurred in House amendments to S. 385.
July	7, 1958	Approved: Public Law 85-507.



DIGEST OF PUBLIC LAW 85-507

GOVERNMENT EMPLOYEE TRAINING ACT. Provides basic and general legislative authority for interdepartment, intradepartment, and outservice training of Federal employees. Establishes congressional policy regarding employee training. Requires a review within 90 days after enactment, and once every three years thereafter, by the head of each department of the needs and requirements of his department for the training of employees. Provides that the Civil Service Commission shall prescribe regulations containing principles, standards, and related requirements for departmental training plans and programs. Directs the head of each department to establish, within 270 days after enactment, programs and plans for employee training. Authorizes two or more departments to conduct joint training programs. Authorizes the use of Government facilities for employee training. Authorizes the training of Federal employees in non-Government facilities. Authorizes the use of funds appropriated, or otherwise available to departments, for the payment of salaries and expenses of employees in training. Requires written agreements by employees receiving training through non-Government facilities to continue in Government service for certain periods of time. Directs the Civil Service Commission to review and coordinate training programs of the Departments, and requires annual reports to the Civil Service Commission on training by the departments. Prescribes conditions for the making and acceptance of contributions, awards, and payments for employee training, including payment of travel, subsistence, and other expenses for attendance at meetings by employees. Prescribes certain restrictions on the training of employees in non-Government facilities. Directs the Bureau of the Budget to provide regulations, to such extent as the Director deems practicable, for the absorption of the costs of training from applicable appropriations or funds of the departments each fiscal year.

85TH CONGRESS
1ST SESSION

H. R. 1989

IN THE HOUSE OF REPRESENTATIVES

JANUARY 5, 1957

Mrs. ST. GEORGE introduced the following bill; which was referred to the Committee on Post Office and Civil Service

A BILL

To provide for programs of in-service and out-service training
for Government employees.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Government Employees
4 Training Act".

5 SEC. 2. In order to promote efficiency and economy in
6 the operation of the Government and provide means for the
7 development of maximum proficiency in the performance
8 of official duties by civilian employees thereof, it is the pur-
9 pose of this Act to provide for the establishment throughout
10 the Government, to the extent provided for by this Act, of
11 (1) a program of in-service training for civilian employees

1 thereof conducted by, in, and through Government facilities
2 and (2) a program of out-service training for civilian em-
3 ployees thereof conducted by, in, and through non-Govern-
4 ment facilities.

5 SEC. 3. For purposes of this Act—

6 (1) The term “Government” means the Government
7 of the United States, including the government of the Dis-
8 trict of Columbia.

9 (2) The term “department”, subject to the exceptions
10 contained in section 4, means (A) the executive depart-
11 ments, (B) the independent establishments and agencies
12 in the executive branch, including corporations wholly or
13 partly owned by the United States which are instrumentali-
14 ties thereof, (C) the Library of Congress, (D) the Gen-
15 eral Accounting Office, (E) the Government Printing Office,
16 and (F) the municipal government of the District of Co-
17 lumbia.

18 (3) The term “employee” means any civilian officer
19 or employee in or under a department, except an individual
20 appointed by the President by and with the advice and
21 consent of the Senate or by the President alone.

22 (4) The term “Commission” means the United States
23 Civil Service Commission.

24 (5) The term “training” means the process of pro-
25 viding for and making available to an employee, and plac-

1 ing or enrolling such employee in, a planned, prepared, and
2 integrated program, course, curriculum, subject, system,
3 process, or routine of instruction, education, indoctrina-
4 tion, drill, guidance, or work experience, under supervision,
5 in scientific, professional, technical, mechanical, trade, cleri-
6 cal, fiscal, administrative, or other similar fields which are
7 or will be directly related to the performance by such em-
8 ployee of his official duties for the Government, in order to
9 increase the knowledge, proficiency, ability, skill, and quali-
10 fications of such employee in the performance of his official
11 duties.

12 (6) The term "Government facility" means any prop-
13 erty owned or substantially controlled by the Government
14 and the services of any civilian or military officer or employee
15 thereof.

16 (7) The term "non-Government facility" means (A)
17 the government of any State, Territory, or possession of the
18 United States or of any political subdivision thereof, (B)
19 any medical, scientific, technical, educational, research, or
20 professional institution, foundation, agency, or organization,
21 (C) any business, commercial, or industrial firm, partnership,
22 corporation, or other organization, (D) any property owned
23 by any of the foregoing, (E) the services of officers or em-
24 ployees of any of the foregoing, and (F) any individual
25 and the services and property of such individual.

1 SEC. 4. This Act shall not apply to the Atomic Energy
2 Commission and the Central Intelligence Agency. This
3 Act, or any provision of this Act, shall not apply to any
4 department or part thereof or employees therein which the
5 President may designate in the public interest as exempted
6 from this Act or from any such provision of this Act.

7 SEC. 5. (a) Within one hundred and twenty days after
8 the effective date of this Act, the head of each department
9 shall conduct and complete a review of the needs and re-
10 quirements of such department for the training of employees
11 therein and shall submit a report to the Commission with
12 respect to such needs and requirements. Upon appropriate
13 request, the Commission shall cooperate with such depart-
14 ment in connection with such review of needs and require-
15 ments.

16 (b) Within one hundred and eighty days after the effec-
17 tive date of this Act, the Commission, after consideration of
18 the needs and requirements of each department for train-
19 ing of its employees and after consultation with those de-
20 partments principally concerned, shall prescribe regulations
21 containing the principles, standards, and related require-
22 ments which shall be observed by each department in the
23 preparation and administration of its programs, and plans
24 thereunder, for the training of its employees under authority
25 of this Act (including requirements for appropriate co-

1 ordination of and maximum practicable uniformity in such
2 training programs and plans of the departments). Such
3 regulations shall be designed to enable each department to
4 establish, operate, and maintain, in accordance with this
5 Act, programs and plans for the training of its employees
6 by, in, and through Government facilities and non-Govern-
7 ment facilities and shall cover, among other matters—

8 (1) requirements with respect to the determination
9 and continuing review by each department of its needs
10 and requirements in connection with such training;

11 (2) the scope and conduct of the programs and
12 plans of each department for the training of its employees
13 in accordance with this Act;

14 (3) the selection and assignment for such training
15 of employees of each department;

16 (4) prohibitions on the selection and assignment of
17 any employee for such training when such selection and
18 assignment of such employee is contrary to the interests
19 of the national security;

20 (5) the utilization in each department of the
21 services of employees who have undergone training
22 under authority of this Act;

23 (6) the evaluation of the results and effects of
24 programs and plans of such training;

1 (7) the interchange among the departments of in-
2 formation concerning such training; and

3 (8) the submission by the departments of reports to
4 the Commission on the results and effects of programs
5 and plans of such training, including costs thereof and
6 estimates of monetary savings and any other economies
7 resulting therefrom.

8 (c) In addition to the matters required to be covered
9 under subsection (b) of this section, the regulations of the
10 Commission shall, with respect to the training of employees
11 by, in, or through a non-Government facility—

12 (1) prescribe minimum standards and qualifications
13 governing the eligibility of a non-Government facility to
14 provide training to employees under authority of this
15 Act and general policies governing the selection of and
16 the agreement made with a non-Government facility
17 to provide such training, including prohibitions on the
18 granting of eligibility to, the selection of, and the making
19 of an agreement with any non-Government facility to
20 provide such training when such granting of eligibility
21 to, selection of, or making of an agreement with such
22 non-Government facility is contrary to the interests of
23 the national security;

24 (2) authorize training of employees by, in, or
25 through a non-Government facility only after determi-

1 nation and certification by the head of the department
2 concerned (A) that adequate training for such em-
3 ployees by, in, or through a Government facility is not
4 reasonably available, (B) that appropriate consideration
5 has been given to the existing or reasonably foreseeable
6 availability and utilization of fully trained employees,
7 (C) that training by, in, or through a non-Government
8 facility is the most economical means of providing such
9 training to such employees, and (D) that such training
10 for such employees is in the public interest and not
11 contrary to the interests of the national security; and

12 (3) authorize training of employees by, in, or
13 through a non-Government facility for the purpose of
14 filling a position by promotion only in those cases where
15 there is no fully qualified employee available to fill
16 such position at, or within a reasonable distance from,
17 the place or places where the duties of such position
18 are to be performed.

19 (d) From time to time and in accordance with this Act,
20 the Commission may revise, supplement, or abolish the regu-
21 lations prescribed by it under this section, and may pre-
22 scribe additional regulations.

23 SEC. 6. (a) Within one year after the effective date of
24 this Act, each department shall prepare and submit to the
25 Commission programs, and plans thereunder, for the training

1 of employees in or under such department by, in, and through
2 Government facilities and non-Government facilities, in order
3 to increase efficiency and economy in the operation of the
4 department and to develop maximum proficiency in the per-
5 formance of official duties by employees thereof. Two or
6 more departments may jointly submit and operate under a
7 program, or a plan or plans thereunder, for such training.
8 Each program, and plan or plans thereunder, of a depart-
9 ment for such training shall conform to the principles, stand-
10 ards, and related requirements contained in the regulations
11 of the Commission prescribed under this Act and shall be in
12 accordance with the provisions and purposes of this Act.

13 (b) If the Commission finds that any program, and plan
14 or plans thereunder, submitted by a department under sub-
15 section (a) of this section is in conformity with the pro-
16 visions and purposes of this Act and the principles, standards,
17 and related requirements contained in the regulations of
18 the Commission prescribed thereunder, the Commission shall
19 approve such program and plan or plans for such depart-
20 ment. The head of such department thereafter shall estab-
21 lish, operate, and maintain such program and plan or plans
22 for his department in accordance with this Act. All op-
23 erations, activities, and related transactions of such depart-
24 ment under such program and plan or plans shall be sub-
25 ject to such supervision and direction by the Commission

1 as may be necessary for the Commission to discharge its
2 duties and responsibilities pursuant to law.

3 (c) The Commission shall withhold, withdraw, or sus-
4 pend its approval of any program or plan (or any part
5 thereof) of a department, after consultation with the de-
6 partment, whenever the Commission finds that such program
7 or plan (or part thereof) is not in conformity with the pro-
8 visions and purposes of this Act and the principles, standards,
9 and related requirements contained in the regulations of the
10 Commission prescribed thereunder.

11 (d) The Commission shall review from time to time, as
12 it deems necessary, the operations, activities, and related
13 transactions of each department in connection with the pro-
14 gram, and plan or plans thereunder, of such department for
15 the training of its employees under this Act in order to
16 determine whether such operations, activities, and related
17 transactions are in compliance with such program and plan
18 or plans, with the provisions and purposes of this Act, and
19 with the principles, standards, and related requirements con-
20 tained in the regulations of the Commission prescribed there-
21 under. Upon request of the Commission, each department
22 shall cooperate with and assist the Commission in such
23 review. If the Commission finds that noncompliance exists,
24 the Commission, after consultation with such department,

1 shall have authority, to the extent necessary to obtain com-
2 pliance as specified in this subsection, to (1) order the modi-
3 fication or change of any action taken or procedure followed
4 by a department in connection with such program and any
5 plan thereunder and (2) withdraw or suspend its approval
6 of such program or any plan thereunder, or any part thereof.
7 The Commission shall certify to such department any such
8 action taken by the Commission under this subsection. The
9 department shall take action in accordance with such certifi-
10 cate and such certificate shall be binding on the department.

11 (e) No department shall establish, operate, or maintain
12 under authority of this Act any program, or plan or plans
13 thereunder, or any part thereof, which are not currently
14 approved by the Commission.

15 SEC. 7. (a) In accordance with the provisions and pur-
16 poses of this Act, with the principles, standards, and re-
17 lated requirements contained in the regulations of the Com-
18 mission prescribed thereunder, and with the programs and
19 plans of his department currently approved by the Com-
20 mission, the head of each department is authorized to select
21 and assign employees of such department for training by, in,
22 and through Government facilities and non-Government
23 facilities to the extent that he considers such training for
24 such employees to be necessary and appropriate to improve

1 the operations of such department and to be in the public
2 interest.

3 (b) The authority to select and assign employees of
4 a department for training by, in, and through non-Govern-
5 ment facilities shall be vested in the head of such department.
6 Such authority may be validly delegated within such de-
7 partment for the purposes of this Act only to the extent
8 that the Commission certifies any such proposed delegation
9 of authority to be necessary by reason of the size of such
10 department.

11 SEC. 8. The programs of each department for the train-
12 ing of employees thereof by, in, and through Government
13 facilities and non-Government facilities under authority of
14 this Act shall provide for the designation of a specific
15 authority within the department to be immediately and
16 directly responsible to the head thereof for the establishment,
17 operation, and maintenance of such programs in accordance
18 with this Act.

19 SEC. 9. The program of each department for the train-
20 ing of employees thereof by, in, and through Government
21 facilities under authority of this Act shall—

22 (1) provide for training, to the maximum extent
23 practicable, by, in, and through those Government
24 facilities which are under the jurisdiction or control
25 of such department; and

(2) provide for the making by such department, to the extent necessary and appropriate, of agreements with other departments, and with other agencies in any branch of the Government, on a reimbursable basis if so requested by such other departments and agencies, (A) for the utilization in such program of Government facilities under the jurisdiction or control of such other departments and agencies and (B) for extension to employees of such department of such programs of such other departments.

SEC. 10. The head of each department is authorized to enter into appropriate written agreements for the training of employees in such department by, in, or through non-Government facilities. Each such agreement shall be in accordance with and shall be made expressly subject to the provisions and purposes of this Act and the principles, standards, and related requirements contained in the regulations of the Commission prescribed thereunder. To the maximum extent practicable, the head of each department shall endeavor to obtain, under such agreement, appropriate training for employees at the lowest possible cost to the Government.

SEC. 11. (a) Each employee who has been selected for training by, in, or through a non-Government facility under authority of this Act shall, prior to his actual assignment for such training, enter into a written agreement with the

1 Government to the effect that (1) after the expiration of
2 the period of his training, he will continue in the service of
3 his department for a period at least equal to three times
4 the length of the period of such training unless he is involun-
5 tarily separated from the service and (2) if he is voluntarily
6 separated from the service prior to the expiration of the
7 period for which he has agreed to continue in the service of
8 his department after such period of training, he will pay to
9 the Government the actual expenses incurred by the Govern-
10 ment in connection with his training. No employee selected
11 for such training shall be assigned thereto unless he has
12 entered into such agreement.

13 (b) An employee who fails, by reason of his transfer
14 to another department, to continue, after his training, in
15 the service of his department, for the period specified in
16 such agreement, shall not be required to pay to the Govern-
17 ment the actual expenses incurred by the Government in
18 connection with his training if the Commission approves such
19 transfer as in accordance with the best interests of the
20 Government.

21 (c) If any employee (other than an employee relieved
22 of liability under subsection (b) of this section) fails to
23 fulfill his agreement to pay to the Government the actual
24 expenses incurred by the Government in connection with
25 his training, a sum equal to such actual expenses of train-

1 ing shall be recoverable from such employee or his estate
2 (1) by setoff of accrued salary, wages, pay, compensation,
3 amount of retirement credit, or other amount due such
4 employee from the Government and (2) by such other
5 method as may be provided by law for the recovery of
6 amounts owing to the Government by employees or former
7 employees thereof. The head of the department concerned
8 may, with the concurrence of the Commission, waive, in
9 whole or in part, any right of recovery under this sub-
10 section, if it is shown that such recovery would be against
11 equity and good conscience.

12 SEC. 12. (a) Subject to subsection (b) of this sec-
13 tion, the training of employees by, in, and through non-
14 Government facilities under authority of this Act shall be
15 subject to the following restrictions:

16 (1) The number of man-years of such training by, in,
17 and through non-Government facilities for each department
18 in any fiscal year shall not exceed 1 per centum of the total
19 number of man-years of personal services performed by em-
20 ployees for such department in the same fiscal year.

21 (2) No employee having less than one year of current,
22 continuous civilian service in the Government shall be eligi-
23 ble for such training unless (A) the head of his department
24 certifies to the Commission that such training for such em-

1 ployee is in the public interest and (B) the Commission
2 approves such certification.

3 (3) In the first ten-year period of his continuous or
4 noncontinuous civilian service in the Government following
5 the date of his initial entry into the civilian service of the
6 Government, and in each ten-year period of such service
7 occurring thereafter, the time spent by an employee in such
8 training shall not exceed one year.

9 (4) The Commission may prescribe such additional
10 restrictions, not inconsistent with the provisions and pur-
11 poses of this Act, with respect to the time which may be
12 spent by an employee in such training, as the Commission
13 deems appropriate.

14 (b) The Commission is authorized to waive, with
15 respect to any department or part thereof or any employee or
16 employees therein, any or all of the restrictions covered by
17 subsection (a) of this section, upon the recommendation of
18 the head of the department concerned, if the Commission
19 determines that the application of any or all of such restric-
20 tions to any such department or part thereof or employee
21 or employees therein is contrary to the public interest.

22 SEC. 13. The head of each department is authorized (1)
23 to pay the salary, pay, or compensation of each employee of
24 his department who is selected and assigned for training by,

1 in, or through Government facilities or non-Government
2 facilities under the provisions of this Act, for each period of
3 such training of such employee, and (2) to pay, or reimburse
4 such employee for, the necessary expenses of such employee
5 for the purposes of such training, including necessary costs
6 of (A) transportation and per diem in lieu of subsistence
7 in accordance with the Travel Expense Act of 1949, as
8 amended, and the Standardized Government Travel Regula-
9 tions. (B) tuition, (C) laboratory and library services, (D)
10 purchase or rental of books, materials, and supplies, and (E)
11 other necessary services or facilities directly related to the
12 training of such employee. Such necessary expenses of train-
13 ing shall not be deemed to include membership fees except to
14 the extent that such fees are a necessary cost directly related
15 to the training itself or that payment thereof is a condi-
16 tion precedent to undergoing such training.

17 SEC. 14. Nothing contained in this Act shall be con-
18 strued to authorize the selection and assignment of any
19 employee for training by, in, or through any non-Govern-
20 ment facility under authority of this Act, or the payment by
21 the Government of the costs of such training, either (1) for
22 the purpose of providing an opportunity to such employee
23 to obtain an academic degree in order to qualify for appoint-
24 ment to a particular position for which such academic degree
25 is a basic requirement or (2) solely for the purpose of

1 providing an opportunity to such employee to obtain one or
2 more academic degrees.

3 SEC. 15. In exceptional cases, the Commission may
4 authorize the training of employees by, in, and through
5 non-Government facilities, which is not otherwise authorized
6 by this Act, upon certification to the Commission by the
7 head of the department concerned (accompanied by a full
8 statement by such head of the reasons therefor) that such
9 training for such employees is necessary in the public interest.
10 Such authorization of the Commission shall not be valid for
11 the purposes of this section unless granted prior to the
12 actual assignment for such training of the employee or
13 employees concerned.

14 SEC. 16. To the extent consistent with the interests
15 of the national security and with the public interest, the
16 Commission shall collect, compile, and maintain information
17 with respect to effective training programs, plans, and
18 methods in and outside the Government, and, upon appro-
19 priate request, shall make such information available through-
20 out the Government. If a department so requests, the
21 Commission shall provide advice and assistance in the estab-
22 lishment, operation, and maintenance of the programs and
23 plans of such department for training.

24 SEC. 17. (a) Each department shall prepare and submit
25 to the Commission, at such times and in such form as the

1 Commission shall prescribe, reports on the programs and
2 plans of such department for training of employees under
3 authority of this Act. Such report shall contain (1) a
4 record of the expenditures of such department in connection
5 with the training of employees thereof by, in, and through
6 Government facilities and non-Government facilities, (2)
7 a statement of the department with respect to the value of
8 such training to the department and the extent to which
9 economies and improved operations have resulted therefrom,
10 and (3) such other information as the department or the
11 Commission may deem appropriate.

12 (b) The Commission shall submit to the President, for
13 transmittal to the Congress, an annual report with respect
14 to the training of employees of the Government under
15 authority of this Act. Such report shall contain statements,
16 in summary and in detail, with respect to (1) the operation
17 and results of the programs and plans of the departments
18 for training of employees, (2) the costs thereof, (3) the
19 savings therefrom, (4) the extent to which the existing
20 programs and plans of the departments, and the admin-
21 istration thereof, are accomplishing the purposes of this
22 Act, and (5) such recommendations and other matters as
23 the Commission deems appropriate. The reports transmitted
24 to the Congress under this subsection shall be referred to
25 the Committee on Post Office and Civil Service of the Senate

1 and the Committee on Post Office and Civil Service of the
2 House of Representatives.

3 SEC. 18. (a) The following laws and parts of laws are
4 hereby repealed:

5 (1) Section 307 (b) of the Civil Aeronautics Act of
6 1938, as amended (64 Stat. 417; 49 U. S. C., sec. 457
7 (b)) ;

8 (2) The last sentence in section 201 (e) of the Mer-
9 chant Marine Act, 1936, as amended (53 Stat. 1182; 46
10 U. S. C., sec. 1111 (e)) ;

11 (3) Sections 573 (b) and 705 of the Foreign Service
12 Act of 1946, as amended (60 Stat. 1012, 1019; 22 U. S. C.,
13 secs. 963 (b) , 1045) ;

14 (4) Section 16 of the Defense Highway Act of 1941,
15 as amended (55 Stat. 770; 23 U. S. C., sec. 116) ;

16 (5) The Act entitled "An Act to promote the national
17 defense and to contribute to more effective aeronautical
18 research by authorizing professional personnel of the Na-
19 tional Advisory Committee for Aeronautics to attend ac-
20 credited graduate schools for research and study", approved
21 April 11, 1950, as amended (64 Stat. 43; 68 Stat. 78;
22 50 U. S. C., secs. 160-160f) ;

23 (6) Section 33 of the World War Veterans' Act, 1924,
24 as amended (44 Stat. 793; 38 U. S. C., sec. 459) ;

25 (7) Section 13 (b) and (c) of the Act entitled "An

1 Act to establish a Department of Medicine and Surgery in
2 the Veterans' Administration", approved January 3, 1946,
3 as amended (59 Stat. 679; 64 Stat. 18; 38 U. S. C., sec.
4 151 (b) and (c)) ;

5 (8) That part of the first sentence in paragraph 9 of
6 part VII of Veterans Regulation Numbered 1 (a) (57
7 Stat. 45; 38 U. S. C., ch. 12A) which follows the words
8 "The Administrator shall have the power" and ends with a
9 semicolon "and also".

10 (b) Section 803 of the Civil Aeronautics Act of 1938.
11 as amended (60 Stat. 945; 49 U. S. C., sec. 603), is
12 amended (1) by inserting "and" immediately after the
13 semicolon at the end of clause (6) of such section, (2) by
14 striking out the semicolon at the end of clause (7) of such
15 section, and (3) by striking out "and (8) detail annually,
16 within the limits of available appropriations made by Con-
17 gress, members of the Weather Bureau personnel for train-
18 ing at Government expense, either at civilian institutions or
19 otherwise, in advanced methods of meteorological science:
20 *Provided*, That no such member shall lose his individual
21 status or seniority rating in the Bureau merely by reason of
22 absence due to such training".

23 (c) All laws and parts of laws inconsistent with the
24 repeal of and changes in existing laws and parts of laws
25 made by subsections (a) and (b) of this section are hereby

1 amended or modified to the extent necessary to carry out
2 the purposes of and conform to such repeal and changes.

3 SEC. 19. Nothing contained in this Act shall affect (1)
4 any contract, agreement, or arrangement entered into by
5 the United States prior to the effective date of this Act
6 for the education, instruction, or training of personnel of
7 the Government, or (2) the respective rights and liabilities
8 of such personnel with respect to the Government in connec-
9 tion with such education, instruction, and training under
10 any such contract, agreement, or arrangement.

11 SEC. 20. There are authorized to be appropriated such
12 sums as may be necessary to carry out the provisions and
13 accomplish the purposes of this Act.

14 SEC. 21. This Act shall take effect on the ninetieth day
15 after the date of enactment.

85TH CONGRESS
1ST SESSION

H. R. 1989

A BILL

To provide for programs of in-service and out-service training for Government employees.

By Mrs. St. GEORGE

JANUARY 5, 1957

Referred to the Committee on Post Office and Civil Service

IN THE SENATE OF THE UNITED STATES

JANUARY 9 (legislative day, JANUARY 3), 1957

Mr. JOHNSTON of South Carolina (for himself and Mr. NEUBERGER) introduced the following bill; which was read twice and referred to the Committee on Post Office and Civil Service

A BILL

To authorize the training of Federal employees at public or private facilities, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the President of the United States may authorize the
4 heads of Federal agencies to obtain training at non-Federal
5 facilities for civilian officers and employees of their agencies,
6 when they find that such training will be in the interests
7 of the Government and not inconsistent with the interests
8 of national security and will contribute to the more effective
9 functioning of their agencies.

10 SEC. 2. For the purposes of this Act—

1 (a) The term “Federal agency” means (1) any de-
2 partment or independent establishment in the executive
3 branch of the Government, including any Government-
4 owned or controlled corporation subject to title I or title II
5 of the Government Corporation Control Act (but not in-
6 cluding any corporation under the supervision of the Farm
7 Credit Administration of which corporation any member of
8 the board of directors is elected or appointed by private in-
9 terests), except the Central Intelligence Agency, the Atomic
10 Energy Commission, the Tennessee Valley Authority, the
11 Bureau of Medicine and Surgery of the Veterans’ Adminis-
12 tration, and the Foreign Service of the State Department,
13 (2) the municipal government of the District of Columbia,
14 (3) the Library of Congress, (4) the Government Print-
15 ing Office, and (5) the General Accounting Office.

16 (b) The term “training” means the provision of oppor-
17 tunities to acquire skill or knowledge related to the work of
18 the respective Federal agencies.

19 (c) The term “non-Federal facilities” includes State,
20 county, local, or foreign governments, interstate or inter-
21 national organizations, or instrumentalities thereof; institu-
22 tions of learning; laboratories; trade, labor, agricultural, or
23 scientific associations; foundations; industrial or commercial
24 organizations; or other appropriate organizations and facili-
25 ties, foreign or domestic.

1 (d) The term "employee" means any officer or em-
2 ployee of a Federal agency, as defined above, except those
3 subject to the Career Compensation Act of 1949, as amended.

4 SEC. 3. Training of employees of one Federal agency
5 by another; loan of training facilities among Federal agen-
6 cies; and training activities on a joint basis among Federal
7 agencies are also authorized.

8 SEC. 4. Appropriations or other funds available to
9 Federal agencies for salaries or expenses shall be available
10 for the purposes of this Act. Tuition, fees, and related
11 training expenses may be paid to the training facility or to
12 the trainee: *Provided*, That no part of any appropriation,
13 or of the funds available for expenditure by any corporation,
14 or other funds, shall be available to pay for training at any
15 facility that teaches or advocates the overthrow of the
16 Government of the United States by force and violence.

17 SEC. 5. Regulations issued under authority of the Presi-
18 dent pursuant to this Act shall set forth the obligations to
19 which employees who accept training in non-Federal facili-
20 ties shall be required to agree, and any such trainee who
21 fails to fulfill his obligations shall be required to reimburse
22 the Government whatever portion of the travel, subsistence,
23 tuition, fees, and related training expenses the head of the
24 agency concerned finds equitable.

25 SEC. 6. This Act shall become effective upon its

1 passage. After ninety days from the date of its enactment,
2 no training in non-Federal facilities shall be obtained for
3 an employee by a Federal agency except as provided by
4 this Act: *Provided, however,* That such training begun or
5 specifically approved by the appropriate authorizing official
6 prior to the enactment of this Act or within ninety days
7 thereafter may be completed in accordance with the au-
8 thorities upon which they were based, and without regard
9 to the provisions of this Act.

10 SEC. 7. All laws or parts of laws inconsistent with the
11 provisions of this Act are hereby repealed to the extent of
12 such inconsistency, and such repeal shall include but shall
13 not be limited to the following laws and parts of laws:

14 (a) Section 307 (b) of the Civil Aeronautics Act of
15 1938, as amended by Public Law 670, Eighty-first Congress
16 (64 Stat. 417).

17 (b) Section 3 (b) of Public Law 259, Seventy-sixth
18 Congress (53 Stat. 1182), amending the Merchant Marine
19 Act of 1936, as amended.

20 (c) Clause (8) of section 803 of the Civil Aeronautics
21 Act of 1938, as amended by Public Law 691, Seventy-ninth
22 Congress (60 Stat. 945). Clause (7) of the same section is
23 amended by inserting the word "and" at the beginning, im-
24 mediately following the number "(7)" and immediately
25 preceding the word "promote", striking out the word "and"

1 at the end following the semicolon, and changing the semi-
2 colon to a period.

3 (d) Section 16 of the Defense Highway Act of 1941
4 (55 Stat. 770), as amended.

5 (e) Public Law 472, Eighty-first Congress (64 Stat.
6 43), as amended.

7 (f) That part of section 6 of Public Law 448, Sixty-
8 ninth Congress (44 Stat. 793), amending the World War
9 Veterans' Act which follows the words "and may detail em-
10 ployees to attend the same"; and that part of the first sen-
11 tence of section 9 of part VII, Veterans Regulation Num-
12 bered 1 (a), as amended by Public Law 16, Seventy-eighth
13 Congress (57 Stat. 45), which reads "and may detail any
14 such personnel to attend courses conducted by other than
15 Veterans' Administration agencies, including private organi-
16 zations, and such employees in addition to their salaries shall
17 be entitled to the payment of expenses incident to such detail,
18 including transportation and tuition, as the Administrator by
19 rules and regulations shall provide".

20 SEC. 8. The President shall report annually to Congress
21 upon the operation of this Act.

A BILL

To authorize the training of Federal employees at public or private facilities, and for other purposes.

By Mr. JOHNSTON of South Carolina and Mr.
NEUBERGER

JANUARY 9 (legislative day, JANUARY 3), 1957
Read twice and referred to the Committee on Post
Office and Civil Service

85TH CONGRESS
1ST SESSION

H. R. 6001

IN THE HOUSE OF REPRESENTATIVES

Mr. REES of Kansas introduced the following bill; which was referred to the Committee on Post Office and Civil Service

To increase efficiency and economy in the Government by providing for training programs for civilian officers and employees of the Government with respect to the performance of official duties.

3	SHORT TITLE
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6 DECLARATION OF POLICY

9 (1) that, in order to promote efficiency and econ-

1 omy in the operation of the Government and provide
2 means for the development of maximum proficiency in
3 the performance of official duties by employees thereof,
4 to establish and maintain the highest standards of per-
5 formance in the transaction of the public business, and
6 to install and utilize effectively the best modern
7 practices and techniques which have been developed,
8 tested, and proved within or outside of the Government,
9 it is necessary and desirable in the public interest that
10 self-education, self-improvement, and self-training by
11 such employees be supplemented and extended by
12 Government-wide and Government-sponsored programs,
13 provided for by this Act, for the training of such em-
14 ployees in the performance of official duties and for the
15 development of skills, knowledge, and abilities which
16 will best qualify them for performance of official duties;

17 (2) that such programs shall be continuous in
18 nature, shall be subject to review and control by the
19 Congress, and shall be so established as to be readily
20 expansible in time of national emergency;

21 (3) that such programs shall be designed to lead
22 to (A) improved public service, (B) dollar savings,
23 (C) the building and retention of a permanent cadre
24 of skilled and efficient Government employees, well
25 abreast of scientific, professional, technical, and manage-

1 ment developments both in and out of Government, (D)
2 lower turnover of personnel, (E) reasonably uniform
3 administration of training, consistent with the missions
4 of the Government departments and agencies, and (F)
5 fair and equitable treatment of Government employees
6 with respect to training; and

7 (4) that the United States Civil Service Commis-
8 sion shall be responsible, and have the authority, for the
9 effective promotion and coordination of such programs
10 and of training operations thereunder.

11 DEFINITIONS

12 SEC. 3. For the purposes of this Act—

13 (1) the term “Government” means the Govern-
14 ment of the United States of America and the municipal
15 government of the District of Columbia;

16 (2) the term “department”, subject to the excep-
17 tions contained in section 4, means (A) each executive
18 department, (B) each independent establishment or
19 agency in the executive branch, (C) each Government-
20 owned or controlled corporation subject to title I or title
21 II of the Government Corporation Control Act, (D)
22 the General Accounting Office, (E) the Library of
23 Congress, (F) the Government Printing Office, and
24 (G) the municipal government of the District of
25 Columbia;

1 (3) the term “employee”, subject to the exceptions
2 contained in section 4, means any civilian officer or em-
3 ployee in or under a department;

4 (4) the term “Commission” means the United
5 States Civil Service Commission;

6 (5) the term “training” means the process of
7 providing for and making available to an employee, and
8 placing or enrolling such employee in, a planned, pre-
9 pared, and integrated program, course, curriculum,
10 subject, system, or routine of instruction, education,
11 indoctrination, drill, guidance, or work experience, under
12 supervision, in scientific, professional, technical, me-
13 chanical, trade, clerical, fiscal, administrative, or other
14 fields which are or will be directly related to the per-
15 formance by such employee of official duties for the
16 Government, in order to increase the knowledge, pro-
17 ficiency, ability, skill, and qualifications of such employee
18 in the performance of his official duties;

19 (6) the term “Government facility” means any
20 property owned or substantially controlled by the Gov-
21 ernment and the services of any civilian and military
22 personnel of the Government; and

23 (7) the term “nongovernment facility” means (A)
24 the government of any State, Territory, or possession of
25 the United States, the government of the Common-

1 wealth of Puerto Rico, and any interstate governmental
2 organization, or any unit, subdivision, or instrumentality
3 of any of the foregoing, (B) any foreign government or
4 international organization, or instrumentality of either,
5 which is designated by the President as eligible to pro-
6 vide training under this Act, (C) any medical, sci-
7 entific, technical, educational, research, or professional
8 institution, foundation, agency, or organization, (D)
9 any business, commercial, or industrial firm, corporation,
10 partnership, proprietorship, or any other organization,
11 and (E) any individual not a civilian or military officer
12 or employee of the Government of the United States or
13 of the municipal government of the District of Colum-
14 bia. For the purposes of furnishing training by, in, or
15 through any of the foregoing, the term “nongovernment
16 facility” also shall include the services and property of
17 any of the foregoing furnishing such training.

18 EXCLUSIONS

19 SEC. 4. (a) This Act shall not apply to—

20 (1) the President or Vice President of the United
21 States,

22 (2) the Foreign Service of the United States under
23 the Department of State,

24 (3) any corporation under the supervision of the
25 Farm Credit Administration of which corporation any

1 member of the board of directors is elected or appointed
2 by private interests,

3 (4) the Tennessee Valley Authority,

4 (5) any individual appointed by the President by
5 and with the advice and consent of the Senate or by
6 the President alone, unless such individual is specifically
7 designated by the President for training under this Act,
8 and

9 (6) any individual who is a member of the uni-
10 formed services as defined in section 102 (a) of the
11 Career Compensation Act of 1949, as amended, during
12 any period in which he is receiving compensation under
13 title II of such Act.

14 (b) The President is authorized—

15 (1) to designate at any time in the public interest
16 any department or part thereof, or any employee or
17 employees therein (either individually or by groups
18 or classes), as excepted from this Act or any provision
19 of this Act (other than this section, section 20, and
20 section 21), and

21 (2) to designate at any time in the public interest
22 any such department or part thereof, or any such em-
23 ployee or employees therein, so excepted, as again
24 subject to this Act or any such provision of this Act.

25 Such authority of the President shall not include the au-

1 thority to except the Commission from any provision of this
2 Act which vests in or imposes upon the Commission any
3 authority, function, duty, or responsibility with respect to
4 any matter other than the establishment, operation, and
5 maintenance by the Commission, in the same capacity as
6 any other department, of programs and plans of training
7 for employees of the Commission.

8 DEPARTMENTAL REVIEWS OF TRAINING NEEDS

9 SEC. 5. Within ninety days after the date of enactment
10 of this Act and at least once every three years after the
11 expiration of such ninety-day period, the head of each de-
12 partment shall conduct and complete a review of the needs
13 and requirements of such department for the training of
14 employees under its jurisdiction. Upon appropriate request,
15 the Commission is authorized, in its discretion, to assist such
16 department in connection with such review of needs and
17 requirements. Information obtained or developed in any
18 such review shall be made available to the Commission at
19 its request.

20 TRAINING REGULATIONS OF COMMISSION

21 SEC. 6. (a) The Commission, after consideration of the
22 needs and requirements of each department for training of
23 its employees and after consultation with those departments
24 principally concerned, shall prescribe regulations containing
25 the principles, standards, and related requirements for the

1 programs, and plans thereunder, for the training of em-
2 ployees of such department under authority of this Act
3 (including requirements for appropriate coordination of and
4 maximum practicable uniformity in such training programs
5 and plans of the departments). Such regulations, when
6 promulgated, shall enable each department to establish,
7 operate, and maintain, in accordance with this Act, programs
8 and plans for the training of its employees by, in, and through
9 Government facilities and non-Government facilities, and
10 shall provide for adequate administrative control by appro-
11 priate executive authority, necessary information with re-
12 spect to the general conduct of the training activities of
13 each department, and such other information as may be
14 necessary to enable the President and the Congress to dis-
15 charge effectively their respective duties and responsibilities
16 for supervision, control, and review of training programs
17 authorized by this Act. Such regulations also shall cover
18 with respect to training by, in, and through Government
19 facilities and non-Government facilities—

20 (1) requirements with respect to the determination
21 and continuing review by each department of its needs
22 and requirements in connection with such training;

23 (2) the scope and conduct of the programs and
24 plans of each department for such training;

1 (3) the selection and assignment for such training
2 of employees of each department;

3 (4) the utilization in each department of the serv-
4 ices of employees who have undergone any such training;

5 (5) the evaluation of the results and effects of pro-
6 grams and plans for such training;

7 (6) the interchange among the departments of
8 information concerning such training;

9 (7) the submission by the departments of reports
10 on the results and effects of programs and plans of such
11 training and economies resulting therefrom, including
12 estimates of costs of training by, in, and through non-
13 Government facilities;

14 (8) such requirements and limitations as may be
15 necessary with respect to payments and reimbursements
16 in accordance with section 10; and

17 (9) such other matters as the Commission deems
18 appropriate or as may be necessary to carry out the
19 provisions of this Act.

20 (b) In addition to matters set forth in subsection (a)
21 of this section, the regulations of the Commission shall, with
22 respect to the training of employees by, in, or through non-
23 Government facilities—

1 (1) prescribe general policies governing the selec-
2 tion of a non-Government facility to provide such
3 training;

4 (2) authorize training of employees by, in, or
5 through a non-Government facility only after determina-
6 tion by the head of the department concerned that ade-
7 quate training for such employees by, in, or through a
8 Government facility is not reasonably available and that
9 appropriate consideration has been given to the then
10 existing or reasonably foreseeable availability and utili-
11 zation of fully trained employees; and

12 (3) prohibit the training of an employee by, in, or
13 through a non-Government facility for the purpose of
14 filling a position by promotion if there is in the depart-
15 ment concerned another employee of equal ability and
16 suitability who is fully qualified to fill such position and
17 is available at, or within a reasonable distance from, the
18 place or places where the duties of such position are to
19 be performed.

20 (c) From time to time and in accordance with this
21 Act, the Commission may revise, supplement, or abolish its
22 regulations prescribed under this section and may prescribe
23 additional regulations.

1 ESTABLISHMENT OF PROGRAMS OF TRAINING THROUGH
2 GOVERNMENT AND NON-GOVERNMENT FACILITIES

3 SEC. 7. Within two hundred and seventy days after the
4 date of enactment of this Act, the head of each department
5 shall prepare, establish, and place in effect a program or
6 programs, and a plan or plans thereunder, in conformity with
7 this Act, for the training of employees in or under such
8 department by, in, and through Government facilities and
9 non-Government facilities in order to increase economy and
10 efficiency in the operations of the department and to raise
11 the standard of performance by employees of their official
12 duties to the maximum possible level of proficiency. Each
13 such program, and plan or plans thereunder, shall conform,
14 on and after the effective date of the regulations prescribed
15 by the Commission under section 6, to the principles, stand-
16 ards, and related requirements contained in such regulations
17 then current and shall be operated and maintained in accord-
18 ance with the provisions and purposes of this Act. Two or
19 more departments jointly may operate under any such train-
20 ing program. Each such program shall provide for the
21 encouragement of self-training by employees by means of
22 appropriate recognition of resultant increases in proficiency,
23 skill, and capability.

1 GENERAL PROVISIONS OF PROGRAMS OF TRAINING THROUGH
2 GOVERNMENT FACILITIES

3 SEC. 8. The program or programs of each department
4 for the training of employees by, in, and through Gov-
5 ernment facilities under authority of this Act—

6 (1) shall provide for training, insofar as practicable,
7 by, in, and through those Government facilities which
8 are under the jurisdiction or control of such department,
9 and

10 (2) shall provide for the making by such depart-
11 ment to the extent necessary and appropriate, of agree-
12 ments with other departments, and with other agencies
13 in any branch of the Government, on a reimbursable
14 basis if so requested by such other departments and
15 agencies, (A) for the utilization in such program or
16 programs of those Government facilities under the juris-
17 diction or control of such other departments and agen-
18 cies and (B) for extension to employees of such depart-
19 ment of training programs of such other departments.

20 GENERAL PROVISIONS OF PROGRAMS OF TRAINING THROUGH
21 NON-GOVERNMENT FACILITIES

22 SEC. 9. (a) The head of each department is author-
23 ized to enter into agreements or make other appropriate
24 arrangements for the training of employees of such depart-
25 ment by, in, or through non-Government facilities in accord-

1 ance with this Act, without regard to section 3709 of the
2 Revised Statutes (41 U. S. C. 5).

3 (b) The program or programs of each department for
4 the training of employees by, in, and through non-Govern-
5 ment facilities under authority of this Act shall—

6 (1) provide for information to be made available
7 to employees of such department with respect to the
8 selection and assignment of such employees for training
9 by, in, and through non-Government facilities and the
10 limitations and restrictions applicable to such training
11 in accordance with this Act, and

12 (2) give appropriate consideration to the needs and
13 requirements of such department in recruiting and
14 retaining scientific, professional, technical, and adminis-
15 trative employees.

16 (c) Each department shall issue such regulations as the
17 department deems necessary to implement the regulations of
18 the Commission issued under section 6 (a) (8) in order to
19 protect the Government with respect to payment and reim-
20 bursement of training expenses.

21 EXPENSES OF TRAINING THROUGH GOVERNMENT
22 FACILITIES AND NON-GOVERNMENT FACILITIES

23 SEC. 10. The head of each department in accordance
24 with regulations issued by the Commission under authority

1 of section 6 (a) (8) is authorized, from funds appropriated
2 or otherwise available to such department, (1) to pay all
3 or any part of the salary, pay, or compensation (excluding
4 overtime, holiday, and night differential pay) of each em-
5 ployee of such department who is selected and assigned for
6 training by, in, or through Government facilities or non-
7 Government facilities under authority of this Act, for each
8 period of such training of such employee, and (2) to pay,
9 or reimburse such employee for, the necessary expenses of
10 such training, without regard to section 3648 of the Revised
11 Statutes (31 U. S. C. 529), including among such expenses
12 the necessary costs of (A) travel and per diem in lieu of
13 subsistence in accordance with the Travel Expense Act of
14 1949, as amended, and the Standardized Government Travel
15 Regulations, (B) transportation of immediate family, house-
16 hold goods and personal effects, packing, crating, temporary
17 storage, drayage, and unpacking in accordance with the
18 first section of the Administrative Expenses Act of 1946,
19 as amended, and Executive Order Numbered 9805, as
20 amended, whenever the estimated costs of such transporta-
21 tion and related services are less than the estimated aggre-
22 gate per diem payments for the period of training, (C) tui-
23 tion, (D) library and laboratory services, (E) purchase or
24 rental of books, materials, and supplies, and (F) other
25 services or facilities directly related to the training of such

1 employee. Such expenses of training shall not be deemed
2 to include membership fees except to the extent that such
3 fees are a necessary cost directly related to the training
4 itself or that payment thereof is a condition precedent to
5 undergoing such training.

6 AGREEMENTS OF EMPLOYEES RECEIVING TRAINING
7 THROUGH NON-GOVERNMENT FACILITIES TO CONTINUE
8 IN GOVERNMENT SERVICE FOR CERTAIN PERIODS

9 SEC. 11. (a) Each employee who is selected for train-
10 ing by, in, or through a non-Government facility under au-
11 thority of this Act shall, prior to his actual assignment for
12 such training, enter into a written agreement with the Gov-
13 ernment to the effect that (1) after the expiration of the
14 period of his training, he will continue in the service of his
15 department for a period at least equal to three times the
16 length of the period of such training unless he is involun-
17 tarily separated from the service of his department, and (2)
18 if he is voluntarily separated from the service of his depart-
19 ment prior to the expiration of the period for which he has
20 agreed to continue in the service of his department after
21 such period of training, he will pay to the Government the
22 amount of the additional expenses incurred by the Govern-
23 ment in connection with his training. No employee selected
24 for such training shall be assigned thereto unless he has
25 entered into such agreement.

1 (b) An employee who, by reason of his entrance into
2 the service of another department or of any other agency
3 in any branch of the Government, fails to continue, after
4 his training, in the service of his department for the period
5 specified in such agreement, shall not be required to pay
6 to the Government the amount of the additional expenses
7 incurred by the Government in connection with his training
8 unless the head of the department which has authorized
9 such training notifies the employee prior to the effective date
10 of his entrance into the service of such other department
11 or agency that such payment will be required under author-
12 ity of this section.

13 (c) If any employee (other than an employee relieved
14 of liability under subsection (b) of this section or under
15 subsection (b) of section 4) fails to fulfill his agreement to
16 pay to the Government the additional expenses incurred by
17 the Government in connection with his training, a sum equal
18 to the amount of such additional expenses of training shall
19 be recoverable by the Government from such employee or
20 his estate (1) by setoff of accrued salary, pay, compensation,
21 amount of retirement credit, or other amount due such
22 employee from the Government and (2) by such other
23 method as may be provided by law for the recovery of
24 amounts owing to the Government. The head of the depart-

1 ment concerned may, in accordance with regulations of the
2 Commission, waive in whole or in part any right of recovery
3 under this subsection, if it is shown that such recovery
4 would be against equity and good conscience or against the
5 public interest.

6 LIMITATIONS ON TRAINING OF EMPLOYEES THROUGH
7 NON-GOVERNMENT FACILITIES

8 SEC. 12. (a) The training of employees by, in, and
9 through non-Government facilities under authority of this Act
10 shall be subject to the following provisions:

11 (1) The number of man-years of such training by,
12 in, and through non-Government facilities for each de-
13 partment in any fiscal year shall not exceed 1 per
14 centum of the total number of man-years of civilian
15 employment for such department in the same fiscal year
16 as disclosed by the budget estimates for such department
17 for such year.

18 (2) No employee having less than one year of
19 current, continuous civilian service in the Government
20 shall be eligible for such training unless the head of
21 his department determines, in accordance with regula-
22 tions of the Commission, that such training for such
23 employee is in the public interest.

24 (3) In the first ten-year period of his continuous

1 or noncontinuous civilian service in the Government fol-
2 lowing the date of his initial entry into the civilian
3 service of the Government, and in each ten-year period
4 of such service occurring thereafter, the time spent by
5 an employee in such training shall not exceed one year.

6 (4) The Commission is authorized, in its discre-
7 tion, to prescribe such other limitations, in accordance
8 with the provisions and purposes of this Act, with re-
9 spect to the time which may be spent by an employee in
10 such training, as the Commission deems appropriate.

11 (b) The Commission is authorized, in its discretion,
12 to waive, with respect to any department or part thereof
13 or any employee or employees therein, any or all of the
14 restrictions covered by subsection (a) of this section, upon
15 recommendation of the head of the department concerned, if
16 the Commission determines that the application of any or
17 all of such restrictions to any department or part thereof
18 or employee or employees therein is contrary to the public
19 interest. The Commission is further authorized, in its dis-
20 cretion, to reimpose in the public interest, with respect to
21 any such department or part thereof, or any such employee
22 or employees therein, any or all of the restrictions so waived.

1 PROHIBITION ON TRAINING THROUGH NON-GOVERNMENT
2 FACILITIES FOR SOLE PURPOSE OF OBTAINING ACA-
3 DEMIC DEGREES

4 SEC. 13. Nothing contained in this Act shall be con-
5 strued to authorize the selection and assignment of any
6 employee for training by, in, or through any non-Govern-
7 ment facility under authority of this Act, or the payment
8 or reimbursement by the Government of the costs of such
9 training, either (1) for the purpose of providing an oppor-
10 tunity to such employee to obtain an academic degree in
11 order to qualify for appointment to a particular position
12 for which such academic degree is a basic requirement or
13 (2) solely for the purpose of providing an opportunity to
14 such employee to obtain one or more academic degrees.

15 PROHIBITION ON TRAINING THROUGH FACILITIES ADVOCAT-
16 ING OVERTHROW OF THE GOVERNMENT BY FORCE OR
17 VIOLENCE

18 SEC. 14. No part of any appropriation of, or of any
19 funds available for expenditure by, any department shall be
20 available for payment for the training of any employee by,
21 in, or through any non-Government facility teaching or advo-
22 cating the overthrow of the Government of the United

1 States by force or violence, or by or through any individual
2 with respect to whom determination has been made by a
3 proper Government administrative or investigatory authority
4 that, on the basis of information or evidence developed in
5 investigations and procedures authorized by law or Executive
6 orders of the President, there exists a reasonable doubt of
7 his loyalty to the United States.

8 REVIEW BY COMMISSION OF PROGRAMS OF TRAINING
9 THROUGH NON-GOVERNMENT FACILITIES

10 SEC. 15. The Commission shall review, at such times and
11 to such extent as it deems necessary, the operations, activi-
12 ties, and related transactions of each department in connec-
13 tion with the program or programs, and the plan or plans
14 thereunder, of such department for the training of its em-
15 ployees by, in, and through non-Government facilities under
16 authority of this Act in order to determine whether such
17 operations, activities, and related transactions are in compli-
18 ance with such programs and plans, with the provisions and
19 purposes of this Act, and with the principles, standards, and
20 related requirements contained in the regulations of the Com-
21 mission prescribed thereunder. Upon request of the Com-
22 mission, each department shall cooperate with and assist
23 the Commission in such review. If the Commission finds
24 that noncompliance exists, the Commission, after consulta-
25 tion with such department, shall have authority to order the

1 modification or change of actions and procedures of such
2 department thereafter in connection with such training pro-
3 grams and plans. The Commission shall certify to such
4 department any action taken by the Commission under this
5 section. The department shall take action in accordance
6 with such certificate.

7 COLLECTION OF TRAINING INFORMATION BY COMMISSION

8 SEC. 16. The Commission is authorized, to the extent
9 it deems appropriate in the public interest, to collect infor-
10 mation, from time to time, with respect to training programs,
11 plans, and methods in and outside the Government. Upon
12 appropriate request, the Commission may make such
13 information available to any agency in any branch of the
14 Government.

15 ASSISTANCE BY COMMISSION WITH RESPECT TO TRAINING 16 PROGRAMS

17 SEC. 17. Upon request of any department, the Commis-
18 sion, to the extent of its facilities and personnel available
19 for such purpose, shall provide advice and assistance in the
20 establishment, operation, and maintenance of the programs
21 and plans of such department for training under authority
22 of this Act.

23 REPORTS

24 SEC. 18. (a) Each department shall prepare and sub-
25 mit to the Commission, at such times and in such form as

1 the Commission shall prescribe, reports on the programs and
2 plans of such department for the training of employees by,
3 in, and through Government facilities and non-Government
4 facilities under authority of this Act. Each such report shall
5 contain—

6 (1) such information as the Commission deems
7 appropriate with respect to the expenditures of such
8 department in connection with such training,

9 (2) a statement of the department with respect to
10 the value of such training to the department,

11 (3) estimates of the extent to which economies and
12 improved operations have resulted from such training,
13 and

14 (4) such other information as the department or
15 the Commission deems appropriate.

16 (b) The Commission shall submit to the President and
17 to the Congress, at such times and in such form as shall be
18 determined by the Commission with the approval of the
19 President, reports with respect to the training of employees
20 of the Government under authority of this Act. Each such
21 report shall include—

22 (1) a statement with respect to the operation and
23 results of the programs and plans of the departments,

24 (2) a summary of information received by the

Commission from the departments in accordance with subsection (a) of this section,

(3) a statement of the number of employees of the Government receiving training by, in, and through non-government facilities in the period covered by such report, and

(4) such recommendations and other matters as the President or the Commission may deem appropriate or which may be required by the Congress or an appropriate committee thereof.

TRANSITION FROM EXISTING GOVERNMENT TRAINING PROGRAMS

SEC. 19. In order to facilitate the transition from existing Government training programs and notwithstanding any provision of this Act to the contrary or the repeal or amendment of any provision of law thereby, the education, instruction, and training, either within or outside the Government, of employees of any department, under any program in effect immediately prior to the date of enactment of this Act, may be initiated, continued, and completed until the expiration of the day immediately preceding (1) the day on which such department shall have placed in effect, in accordance with section 7 of this Act, a program or programs of training or (2) the first day following the date of

1 expiration of the period of two hundred and seventy days
 2 following enactment of this Act specified in such section 7,
 3 whichever day first occurs. All such education, instruction,
 4 and training initiated or uncompleted prior to the day
 5 specified in clause (1) or the day specified in clause (2) of
 6 this section, whichever day first occurs, may be continued
 7 and completed under such program on and after such day.

8 REPEAL AND ADMENDMENT OF EXISTING EMPLOYEE

9 TRAINING LAWS

10 SEC. 20. (a) The respective provisions of law specified
 11 in subsections (b) and (c) of this section are each repealed
 12 or amended, as the case may be, as provided in such sub-
 13 sections, each such repeal and amendment to be effective
 14 (1) on and after the day on which the department listed
 15 with respect to such provision of law shall have placed in
 16 effect, in accordance with section 7 of this Act, a program
 17 or programs of training or (2) on and after the first day
 18 following the date of expiration of the period of two hundred
 19 and seventy days following enactment of this Act specified
 20 in such section 7, whichever day first occurs.

21 (b) The following provisions of law with respect to
 22 the following departments are repealed and amended, ef-
 23 fective in the manner provided in subsection (a) of this
 24 section:

25 (1) Atomic Energy Commission: Paragraph n of

1 section 161 of the Atomic Energy Act of 1954 (68
2 Stat. 950; 42 U. S. C. 2201 (n)) is repealed. Para-
3 graphs o, p, and q of such section 161 are redesignated
4 as paragraphs n, o, and p, respectively, of such section.

5 (2) Central Intelligence Agency: Section 4 of the
6 Central Intelligence Agency Act of 1949 (63 Stat. 208;
7 50 U. S. C. 403d) is repealed. Sections 5, 6, 7, 8, 9,
8 10, 11, and 12 of such Act are redesignated as sections
9 4, 5, 6, 7, 8, 9, 10, and 11, respectively, of such Act.

10 (3) Civil Aeronautics Administration, Department
11 of Commerce: Section 307 (b) and (c) of the Civil
12 Aeronautics Act of 1938 (64 Stat. 417; 49 U. S. C.
13 457 (b) and (c)) is repealed. Section 307 (a) of
14 such Act is amended by striking out “(a) ”.

15 (4) Federal Maritime Board and the Maritime
16 Administration, Department of Commerce: The last
17 sentence in section 201 (e) of the Merchant Marine
18 Act, 1936 (53 Stat. 1182; 46 U. S. C. 1111 (e)) is
19 repealed.

20 (5) National Advisory Committee for Aeronautics:
21 The Act entitled “An Act to promote the national de-
22 fense and to contribute to more effective aeronautical
23 research by authorizing professional personnel of the
24 National Advisory Committee for Aeronautics to attend
25 accredited graduate schools for research and study”,

1 approved April 11, 1950 (64 Stat. 43; 68 Stat. 78;
2 50 U. S. C. 160a–160f) is repealed.

3 (6) Bureau of Public Roads, Department of Com-
4 merce: Section 16 of the Defense Highway Act of 1941
5 (55 Stat. 770; 23 U. S. C. 116) is repealed. Sections
6 17 and 18 of such Act are redesignated as sections 16
7 and 17, respectively, of such Act.

8 (7) Veterans' Administration: Section 33 of the
9 World War Veterans' Act, 1924 (44 Stat. 793; 38
10 U. S. C. 459), and section 13 (b) and (c) of the Act
11 entitled "An Act to establish a Department of Medicine
12 and Surgery in the Veterans' Administration", approved
13 January 3, 1946 (59 Stat. 679; 64 Stat. 18; 38
14 U. S. C. 151 (b) and (c)), and that part of the first
15 sentence of paragraph 9 of part VII of Veterans Regu-
16 lation Numbered 1 (a) (57 Stat. 45; 38 U. S. C., ch.
17 12A) which follows the words "The Administrator shall
18 have the power" and ends with a semicolon and the
19 words "and also", are repealed.

20 (c) Section 803 of the Civil Aeronautics Act of 1938
21 (60 Stat. 945; 49 U. S. C. 603) is amended—

22 (1) by inserting "and" immediately following the
23 semicolon at the end of clause (6) of such section,

24 (2) by striking out the semicolon at the end of
25 clause (7) of such section, and

(3) by striking out “and (8) detail annually, within the limits of available appropriations made by Congress, members of the Weather Bureau personnel for training at Government expense, either at civilian institutions or otherwise, in advanced methods of meteorological science: *Provided*, That no such member shall lose his individual status or seniority rating in the Bureau merely by reason of absence due to such training”.

EXISTING RIGHTS AND OBLIGATIONS

SEC. 21. Nothing contained in this Act shall affect (1) any contract, agreement, or arrangement entered into by the Government, either prior to the date of enactment of this Act or under authority of section 19, for the education, instruction, or training of personnel of the Government, and (2) the respective rights and liabilities (including seniority, status, pay, leave, and other rights of personnel of the Government) with respect to the Government in connection with any such education, instruction, and training or in connection with any such contract, agreement, or arrangement.

A BILL

To increase efficiency and economy in the Government by providing for training programs for civilian officers and employees of the Government with respect to the performance of official duties.

By Mr. REES of Kansas

MARCH 14, 1957

Referred to the Committee on Post Office and Civil Service

April 8, 1957

37. ORGANIZATION. H.R. 6711, by Rep. Dawson, Ill., to amend the Reorganization Act of 1949, as amended; to Government Operations Committee.
38. WILDLIFE; SOIL BANK. H.R. 6714, by Rep. Jones, Mo., to amend the Soil Bank Act of March 28, 1956, in order to provide for greater utilization of the technical services and facilities of the State game and fish agencies in the administration of the conservation reserve; to Agriculture Committee.
39. WATER POLLUTION. H.R. 6701, by Rep. Abernethy, granting the consent and approval of Congress to the Tennessee River Basin water pollution control compact; to Public Works Committee.
40. LIVESTOCK. H.R. 6702, by Rep. Albert, to provide for the purchase of certain cattle to carry out the provisions of section 32 of Public Law 320, 74th Congress; to Agriculture Committee.
41. FORESTRY. H.R. 6722, by Rep. Porter, providing for price reporting and research with respect to forest products; to Agriculture Committee.
42. PROPERTY. H. Res. 226, by Rep. Herlong, creating a select committee to conduct an investigation with respect to the real property owned by the United States; to Rules Committee.
43. SMALL BUSINESS. S. 1820, by Sen. Potter, to provide a minimum initial program of tax relief for small business and for persons engaged in small business; to Finance Committee. Remarks of author. pp. 4661-2
44. LANDS. S. 1822, by Sen. Williams, to establish procedure to be followed by Secretaries of the military departments for adjustment or settlement of claims of less than \$2,500 resulting from United States acquisition of land; to Armed Services Committee.

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COMMITTEE HEARING ANNOUNCEMENTS:

Apr. 9: Poultry inspection bill (technical drafting assistance), H. Agriculture (Miller, AMS, and Bucy, CGC) (exec). Commodity loans on cotton at 75% and direct payments to bring total to 90%, H. Agriculture (McLain to testify). USDA supplemental appropriations, H. Appropriations (ARS, Ext. Service, ACPS, CCC, and Off. of Secy. to testify). Area redevelopment bills, S. Banking.

SENATE (Cont.)

45. PERSONNEL. The Post Office and Civil Service Committee reported with amendment S. 385, to authorize the training of Federal employees at public or private facilities (S. Rept. 213). p. 4660
46. RECLAMATION. The Interior and Insular Affairs Committee reported with amendments S. J. Res. 12, to transfer right-of-way lands for Yellowtail dam and reservoir, Missouri River Basin project (S. Rept. 216). p. 4660
47. FARM LOANS. The Agriculture and Forestry Committee reported without amendment S. 1002, authorizing this Department to make loans to desert-land entrymen (S. Rept. 217). p. 4660

AUTHORIZING THE TRAINING OF FEDERAL EMPLOYEES
AT PUBLIC OR PRIVATE FACILITIES

APRIL 8, 1957—Ordered to be printed

Mr. CLARK, from the Committee on Post Office and Civil Service,
submitted the following

REPORT

[To accompany S. 385]

The Committee on Post Office and Civil Service, to whom was referred the bill (S. 385), to authorize the training of Federal employees at public or private facilities, and for other purposes, having considered the same, report favorably thereon with an amendment, and recommend that the bill, as amended, do pass.

AMENDMENT

The committee amendment strikes out all of the bill after the enacting clause and substitutes therefor a new bill which appears in the reported bill in italic type.

STATEMENT

The purpose of this legislation is to authorize training of Federal employees at public or private facilities. The bill as amended is designed:

- (1) To provide general statutory authority for employee training required to further Federal programs,
- (2) To make it possible for all agencies to use whatever facilities can best and most economically serve their training needs,
- (3) To provide the President a management tool essential to efficient operation of the departments and agencies,
- (4) To establish a central point of responsibility for and control of employee training programs, and
- (5) To consolidate a variety of existing training authorities of limited scope and applicability.

2 TRAINING OF EMPLOYEES AT PUBLIC OR PRIVATE FACILITIES

JUSTIFICATION

Employee training is a necessary and inseparable function of management. It is recognized as an essential element in all modern personnel programs. Yet, the Government, largest employer in the Nation, lacks positive general authority to utilize this indispensable management tool. Training, alone among major personnel functions, has yet to be provided for in overall enabling legislation.

Two Hoover Commissions, among other responsible groups, have pointed up the damaging effects of this situation and have strongly recommended legislative action to correct it.

It is abundantly clear that no organization so large and complex as the Federal Government, responsible for such diverse and highly specialized programs, can long exist nor effectively operate without training certain of its employees under special circumstances. These barriers to the Government's development of effective and comprehensive employee training programs should be removed as quickly as possible. The bill would accomplish this purpose.

PUBLIC HEARINGS

Public hearings on the bill were held March 8 and 12. Testimony favoring the bill was presented by the United States Civil Service Commission, Bureau of the Budget, Department of Defense, representatives of educational institutions and private industry, representatives of employee organizations and groups, and individual employees. There was no testimony in opposition to the bill.

COST

The administration testified that the relatively small cost of the measure could be absorbed by the departments and agencies and that no increase in appropriations would be necessary as a result of its enactment.

It is estimated that the total Federal-wide cost of the measure would be between eight and nine hundred thousand dollars a year.

EXPLANATION OF THE BILL BY SECTION

Section 1 places in the President authority to authorize the heads of Federal agencies to obtain training at non-Federal facilities for civilian employees.

Section 2 (a) defines "Federal agency" to include all of the executive branch (with specified exemptions); the municipal government of the District of Columbia; the Library of Congress; the Government Printing Office; and, the General Accounting Office.

Section 2 (b) defines "training" for purposes of the legislation.

Section 2 (c) defines "non-Federal facilities."

Section 2 (d) defines "employee."

Section 3 authorizes intraagency and interagency training activities.

Section 4 provides that appropriations or other funds available for salaries or expenses shall also be available for authorized training. It permits the payment of tuition, fees, and similar related expenses to the training institution or to the trainee. It further stipulates that no agency funds shall be available to pay for training at any facility

that teaches or advocates the overthrow of the Government of the United States by force or violence.

Section 5 provides that no training shall be provided under the act for any employee unless authorized by the head of the agency or his duly designated representative.

Section 6 provides that regulations pursuant to the act shall be issued by the President and shall set forth obligations to which employees given training under the act shall agree. This section provides, also, that any trainee failing to fulfill these obligations shall be required to reimburse the Government for the expense of the training to the extent the head of the agency finds equitable.

Section 7 provides that the act will become effective upon passage. After 90 days from enactment, no training shall be obtained from non-Federal facilities by the agencies covered by the act except as provided by it. As a transitional procedure, training begun or specifically approved prior to enactment or within 90 days thereafter may be completed in accordance with the authority upon which it was based.

Section 8 contains language suggested by the Comptroller General designed to make it possible for employees to obtain training at facilities supported in whole or in part by private sources.

Section 9 repeals all laws or parts of laws inconsistent with the act.

Section 10 directs the head of each agency to report annually to the Congress on any out-service training provided under authority of the act. The information to be provided in the report is carefully spelled out.

AGENCY VIEWS

Following are the views of agencies in regard to the bill:

UNITED STATES CIVIL SERVICE COMMISSION,
Washington, D. C., February 28, 1957.

Hon. OLIN D. JOHNSTON,
Chairman, Committee on Post Office and Civil Service,
United States Senate, Washington, D. C.

DEAR SENATOR JOHNSTON: Your letter of January 16, 1957, requested us to comment on S. 385, a bill to authorize the training of Federal employees at public or private facilities, and for other purposes which you introduced.

We strongly favor the enactment of S. 385.

Our studies have convinced us that training legislation is necessary and that it will contribute substantially to improved operation of the Federal Government.

We firmly believe in the necessity for flexibility in management and utilization of Government's manpower and in the need for clear placement of training responsibility on line executives, beginning with the President himself. S. 385 is based on these concepts and is sufficiently flexible and administratively practical to meet the needs of government.

S. 385 authorizes interagency and out-service training which is desperately needed. Because recent decisions of the Comptroller General hold that in-service training, which has been regarded as inherent in and inseparable from the normal management function, may require specific legislation, we urge that S. 385 also specifically authorize in-service training. This could be accomplished by removing the word "and" from line 6, page 3, and inserting "; and training

4 TRAINING OF EMPLOYEES AT PUBLIC OR PRIVATE FACILITIES

by Federal agencies of their own employees" between "agencies" and "are also authorized" in line 7, page 3. We further recommend substitution of "the training in non-Federal facilities provided for under this Act" for "the operation of this Act" in line 21, page 5.

The Civil Service Commission wholeheartedly endorses the proposed bill S. 385. We strongly urge early and favorable action on it by the Congress and earnestly request that a provision for in-service training be made.

The Bureau of the Budget has advised us that there is no objection to the submission of this report to your committee.

By direction of the Commission.

Sincerely yours,

PHILIP YOUNG, *Chairman.*

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington 25, D. C., February 27, 1957.

HON. OLIN D. JOHNSTON,
*Chairman, Committee on Post Office and Civil Service,
United States Senate, Washington 25, D. C.*

MY DEAR MR. CHAIRMAN: Reference is made to your letter of January 16, 1957, requesting the views of the Bureau of the Budget with respect to S. 385, a bill to authorize the training of Federal employees at public or private facilities, and for other purposes.

The bill would provide general governmentwide authority for inter-agency and out-service training of Federal employees when such training will serve the interests of the Government. S. 385 is identical with the administration's proposal, introduced in the 84th Congress as S. 3287.

On February 21, 1957, the Civil Service Commission Chairman re-submitted the administration training bill, identical with S. 3287, 84th Congress, and with S. 385 except for a new provision in section 3 to give specific authorization for intra-agency in-service training, and to modify section 8 accordingly by requiring the President to report to the Congress on out-service training programs only. The Civil Service Commission has stated this change has been made necessary by recent decisions of the Comptroller General questioning inter-agency training arrangements and certain intra-agency in-service programs.

Accordingly, you are advised that enactment of S. 385, amended as outlined above, would be in accord with the program of the President.

Sincerely yours,

A. R. JONES,
Deputy Director.

POST OFFICE DEPARTMENT,
BUREAU OF THE GENERAL COUNSEL,
Washington, D. C., March 25, 1957.

HON. OLIN D. JOHNSTON,
*Chairman, Committee on Post Office and Civil Service,
United States Senate.*

DEAR MR. CHAIRMAN: Reference is made to your request for the views of this Department with respect to S. 385, a bill to authorize the training of Federal employees at public or private facilities, and for other purposes.

While this Department favors enactment of legislation of this nature, the position of the administration with respect to this bill was stated in the testimony, in favor of the bill, which was given by Mr. Percival F. Brundage, Director of the Bureau of the Budget, on March 8, 1957.

In view of the foregoing, the Post Office Department will not report as to this measure.

Sincerely yours,

ABE MCGREGOR GOFF,
General Counsel.

CHANGES IN EXISTING LAW

In compliance with subsection 4 of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, existing law in which no change is proposed is shown in roman):

SECTION 307 (B) OF THE CIVIL AERONAUTICS ACT OF 1838, AS AMENDED

[(b) The Secretary of Commerce is empowered to detail annually employees of the Civil Aeronautics Administration engaged in technical or professional duties for training at Government expense, either at civilian or other institutions not operated by the Secretary of Commerce. Such courses of instructions shall include, but not be limited to, aerodynamics, engineering mechanics, aircraft design and construction, and related subjects dealing with the scientific problems of aeronautics, such as advanced engineering techniques and practices, training in celestial navigation, advanced flight and flight test methods and procedures, application of medical and legal science to problems of aviation, and the use of radio in aviation. There is hereby authorized to be appropriated such sums, not to exceed \$50,000 for any fiscal year, as may be necessary to carry out the provisions of this subsection.]

THE LAST SENTENCE OF SECTION 201 (e) OF THE MERCHANT MARINE ACT OF 1936

[The Commission, under such rules and regulations as it may prescribe, may detail annually not to exceed five members of the personnel of the Commission for engineering, technical, or other scientific education and training at Government expense at institutions for scientific education and research, to enable such persons to acquire advanced

6 TRAINING OF EMPLOYEES AT PUBLIC OR PRIVATE FACILITIES

and specialized knowledge or training of particular advantage to the Commission in carrying out its functions under this Act.】

SECTION 803 OF THE CIVIL AERONAUTICS ACT OF 1938

SEC. 803. In order to promote safety and efficiency in air navigation to the highest possible degree, the Chief of the Weather Bureau, under the direction of the Secretary of Commerce, shall, in addition to any other functions or duties pertaining to weather information for other purposes, * * *

* * * (6) coordinate meteorological requirements in the United States in order to maintain standard observations, promote efficient use of facilities and avoid duplication of services unless such duplication tends to promote the safety and efficiency of air navigation; and (7) promote and develop meteorological science and foster and support research projects in meteorology through the utilization of private and governmental research facilities and provide for the publication of the results of such research projects unless such publication would be contrary to the public interest【; and (8) detail annually, within the limits of available appropriations made by Congress, members of the Weather Bureau personnel for training at Government expense, either at civilian institutions or otherwise, in advanced methods of meteorological science: *Provided*, That no such member shall lose his individual status or seniority rating in the Bureau merely by reason of absence due to such training】.

SECTION 16 OF THE DEFENSE HIGHWAY ACT OF 1941

【SEC. 16. Detail of Employees as Students.—During any fiscal year the Commissioner of Public Roads is hereby authorized, in his discretion, to detail not to exceed ten of the regularly employed personnel of the Public Roads Administration as students for limited periods at such technical institutions as will enable such personnel to acquire special knowledge which will better fit them for the lines of work to which they are assigned: *Provided*, That no expense other than the salaries of personnel so detailed and the cost of tuition and other regular fees required at such institutions shall be incurred by the United States under this section.】

PUBLIC LAW 472, 81ST CONGRESS

【To promote the national defense and to contribute to more effective aeronautical research by authorizing professional personnel of the National Advisory Committee for Aeronautics to attend accredited graduate schools for research and study.

【*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That the National Advisory Committee for Aeronautics (hereinafter referred to as the NACA) is authorized to grant to any professional employee of demonstrated ability, who has served not less than one year in the NACA, a leave or leaves of absence from his regularly designated duties for the purpose of allowing such employee to carry on graduate study or research in institutions of learning accredited as such by the laws of any State.

[SEC. 2. Leaves of absence may be granted under authority of this Act only for such graduate research or study as will contribute materially to the more effective functioning of the NACA.

[SEC. 3. Leave or leaves of absence which may be granted to any employee under authority of this Act shall not exceed a total of one year.

[SEC. 4. Tuition and other incidental academic expenses shall be borne by the employee.

[SEC. 5. Any leave of absence granted under the provisions of this Act shall be without loss of salary or compensation to the employee and shall not be deducted from any leave of absence with pay authorized by any other law. Any such employee shall make a definite statement, in writing, that he will return to and, unless involuntarily separated, will remain in the service of the NACA for a period of six months if the period for which he is granted such leave of absence does not exceed twelve weeks, or for a period of one year if the period of leave exceeds twelve weeks. Any employee who does not fulfill any such commitment shall be required to reimburse the Government for the amount of leave granted under this Act.

[SEC. 6. The total of the sums expended pursuant to this Act, including all sums expended for the payment of salaries or compensation to employees on leave, shall not exceed \$50,000 in any fiscal year.]

SECTION 33 OF THE WORLD WAR VETERANS ACT, 1924

SEC. 33. The director, in his discretion, may provide courses of instruction for the professional personnel of the bureau and may detail employees to attend the same[, and may detail not more than 2 per centum of such professional personnel to attend professional courses conducted by other than bureau agencies, and such employees in addition to their salaries shall be entitled to the payment of expenses incident to such detail, including transportation: *Provided, however,* That travel or instruction outside the continental limits of the United States shall not be authorized under this section].

FIRST SENTENCE OF SECTION 9, PART VII, VETERANS REGULATION NUMBERED 1 (a)

9. The Administrator shall have the power to provide courses of instruction for personnel and may detail employees to attend the same [and may detail any such personnel to attend courses conducted by other than Veterans' Administration agencies, including private organizations, and such employees in addition to their salaries shall be entitled to the payment of expenses incident to such detail, including transportation and tuition, as the Administrator by rules and regulations shall provide]; and also in his discretion, to make, or, as by agreement with other agency or institution, cause to be made studies, investigations, and reports inquiring into the rehabilitation of disabled persons and the relative abilities, aptitudes, and capacities of the several groups of the variously handicapped and as to how their potentialities can best be developed and their services best utilized in gainful and suitable employment, including the rehabilitation programs of foreign nations engaged in the present war.

85TH CONGRESS
1ST SESSION

S. 385

[Report No. 213]

IN THE SENATE OF THE UNITED STATES

JANUARY 9 (legislative day, JANUARY 3), 1957

Mr. JOHNSTON of South Carolina (for himself and Mr. NEUBERGER) introduced the following bill; which was read twice and referred to the Committee on Post Office and Civil Service

APRIL 8, 1957

Reported by Mr. CLARK, with an amendment

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To authorize the training of Federal employees at public or private facilities, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the President of the United States may authorize the
4 heads of Federal agencies to obtain training at non-Federal
5 facilities for civilian officers and employees of their agencies;
6 when they find that such training will be in the interests
7 of the Government and not inconsistent with the interests
8 of national security and will contribute to the more effective
9 functioning of their agencies.

10 SEC. 2. For the purposes of this Act—

1 (a) The term "Federal agency" means (1) any de-
2 partment or independent establishment in the executive
3 branch of the Government, including any Government-
4 owned or controlled corporation subject to title I or title II
5 of the Government Corporation Control Act (but not in-
6 cluding any corporation under the supervision of the Farm
7 Credit Administration of which corporation any member of
8 the board of directors is elected or appointed by private in-
9 terests), except the Central Intelligence Agency, the Atomic
10 Energy Commission, the Tennessee Valley Authority, the
11 Bureau of Medicine and Surgery of the Veterans' Adminis-
12 tration, and the Foreign Service of the State Department,
13 (2) the municipal government of the District of Columbia,
14 (3) the Library of Congress, (4) the Government Print-
15 ing Office, and (5) the General Accounting Office.

16 (b) The term "training" means the provision of oppor-
17 tunities to acquire skill or knowledge related to the work of
18 the respective Federal agencies.

19 (c) The term "non-Federal facilities" includes State,
20 county, local, or foreign governments, interstate or inter-
21 national organizations, or instrumentalities thereof; institu-
22 tions of learning; laboratories; trade, labor, agricultural, or
23 scientific associations; foundations; industrial or commercial
24 organizations; or other appropriate organizations and facili-
25 ties, foreign or domestic.

1 (d) The term "employee" means any officer or em-
2 ployee of a Federal agency, as defined above, except those
3 subject to the Career Compensation Act of 1949, as amended.

4 SEC. 3. Training of employees of one Federal agency
5 by another; loan of training facilities among Federal agen-
6 cies; and training activities on a joint basis among Federal
7 agencies are also authorized.

8 SEC. 4. Appropriations or other funds available to Fed-
9 eral agencies for salaries or expenses shall be available
10 for the purposes of this Act. Tuition, fees, and related
11 training expenses may be paid to the training facility or to
12 the trainee: *Provided*, That no part of any appropriation,
13 or of the funds available for expenditure by any corporation,
14 or other funds, shall be available to pay for training at any
15 facility that teaches or advocates the overthrow of the
16 Government of the United States by force and violence.

17 SEC. 5. Regulations issued under authority of the Presi-
18 dent pursuant to this Act shall set forth the obligations to
19 which employees who accept training in non-Federal facili-
20 ties shall be required to agree, and any such trainee who
21 fails to fulfill his obligations shall be required to reimburse
22 the Government whatever portion of the travel, subsistence,
23 tuition, fees, and related training expenses the head of the
24 agency concerned finds equitable.

25 SEC. 6. This Act shall become effective upon its

1 passage. After ninety days from the date of its enactment,
 2 no training in non-Federal facilities shall be obtained for
 3 an employee by a Federal agency except as provided by
 4 this Act: *Provided, however,* That such training begun or
 5 specifically approved by the appropriate authorizing official
 6 prior to the enactment of this Act or within ninety days
 7 thereafter may be completed in accordance with the au-
 8 thorities upon which they were based, and without regard
 9 to the provisions of this Act.

10 SEC. 7. All laws or parts of laws inconsistent with the
 11 provisions of this Act are hereby repealed to the extent of
 12 such inconsistency, and such repeal shall include but shall
 13 not be limited to the following laws and parts of laws:

14 (a) Section 307 (b) of the Civil Aeronautics Act of
 15 1938, as amended by Public Law 670, Eighty-first Congress
 16 (64 Stat. 417).

17 (b) Section 3 (b) of Public Law 259, Seventy-sixth
 18 Congress (53 Stat. 1182), amending the Merchant Marine
 19 Act of 1936, as amended.

20 (c) Clause (8) of section 803 of the Civil Aeronautics
 21 Act of 1938, as amended by Public Law 691, Seventy-ninth
 22 Congress (60 Stat. 945). Clause (7) of the same section is
 23 amended by inserting the word "and" at the beginning, im-
 24 mediately following the number "(7)" and immediately
 25 preceding the word "promote", striking out the word "and"

1 at the end following the semicolon, and changing the semi-
 2 colon to a period.

3 ~~(d) Section 16 of the Defense Highway Act of 1941~~
 4 ~~(55 Stat. 770), as amended.~~

5 ~~(e) Public Law 472, Eighty-first Congress (64 Stat.~~
 6 ~~43), as amended.~~

7 ~~(f) That part of section 6 of Public Law 448, Sixty-~~
 8 ~~ninth Congress (44 Stat. 793), amending the World War~~
 9 ~~Veterans' Act which follows the words "and may detail em-~~
 10 ~~ployees to attend the same"; and that part of the first sen-~~
 11 ~~tence of section 9 of part VII, Veterans Regulation Num-~~
 12 ~~bered 1 (a), as amended by Public Law 46, Seventy-eighth~~
 13 ~~Congress (57 Stat. 45), which reads "and may detail any~~
 14 ~~such personnel to attend courses conducted by other than~~
 15 ~~Veterans' Administration agencies, including private organi-~~
 16 ~~zations, and such employees in addition to their salaries shall~~
 17 ~~be entitled to the payment of expenses incident to such detail,~~
 18 ~~including transportation and tuition, as the Administrator by~~
 19 ~~rules and regulations shall provide".~~

20 SEC. 8. The President shall report annually to Congress
 21 upon the operation of this Act.

22 *That the President of the United States may authorize the*
 23 *heads of Federal agencies to obtain training at non-Federal*
 24 *facilities for civilian officers and employees of their agencies,*

1 *when they find that such training will be in the interests*
2 *of the Government and not inconsistent with the interests*
3 *of national security and will contribute to the more effective*
4 *functioning of their agencies.*

5 *SEC. 2. For the purposes of this Act—*

6 *(a) The term “Federal agency” means (1) any de-*
7 *partment or independent establishment in the executive branch*
8 *of the Government, including any Government-owned or*
9 *controlled corporation subject to title I or title II of the*
10 *Government Corporation Control Act (but not including*
11 *any corporation under the supervision of the Farm Credit*
12 *Administration of which corporation any member of the*
13 *board of directors is elected or appointed by private interests),*
14 *except the Central Intelligence Agency, the Atomic Energy*
15 *Commission, the Tennessee Valley Authority, the Bureau of*
16 *Medicine and Surgery of the Veterans’ Administration, and*
17 *the Foreign Service of the State Department, (2) the munic-*
18 *ipal government of the District of Columbia, (3) the Library*
19 *of Congress, (4) the Government Printing Office, and (5)*
20 *the General Accounting Office.*

21 *(b) The term “training” means the provision of oppor-*
22 *tunities to acquire skill or knowledge related to the work of*
23 *the respective Federal agencies.*

24 *(c) The term “non-Federal facilities” includes State,*
25 *county, local, or foreign governments, interstate or inter-*

1 national organizations, or instrumentalities thereof; institu-
2 tions of learning or individual instructors; laboratories;
3 trade, labor, agricultural, or scientific associations; founda-
4 tions; industrial or commercial organizations; or other ap-
5 propriate organizations and facilities, foreign or domestic.

6 (d) The term "employee" means any officer or em-
7 ployee of a Federal agency, as defined above, except those
8 subject to the Career Compensation Act of 1949, as amended.

9 SEC. 3. Training of employees of one Federal agency
10 by another; loan of training facilities among Federal agen-
11 cies; training activities on a joint basis among Federal
12 agencies; and training by Federal agencies of their own
13 employees are also authorized.

14 SEC. 4. Appropriations or other funds available to
15 Federal agencies for salaries or expenses shall be available
16 for the purposes of this Act. Tuition, fees, and related
17 training expenses may be paid to the training facility or to
18 the trainee: Provided, That no part of any appropriation,
19 or of the funds available for expenditure by any corporation,
20 or other funds, shall be available to pay for training at any
21 facility that teaches or advocates the overthrow of the
22 Government of the United States by force or violence.

23 SEC. 5. No training in a non-Federal facility shall be
24 provided under this Act for any employee unless such train-
25 ing is authorized by the head of the agency or by another

1 official of such agency designated for that purpose by the
2 head thereof.

3 *SEC. 6. Regulations issued under authority of the Presi-*
4 *dent pursuant to this Act shall set forth the obligations to*
5 *which employees who accept training in non-Federal facilities*
6 *shall be required to agree, including an agreement in writing*
7 *to remain in the Government service, unless voluntarily*
8 *separated therefrom, for a period equal to three times the*
9 *length of any period of time off with pay granted such em-*
10 *ployee without charge to annual leave for the purpose of*
11 *such training. Any such trainee who fails to fulfill such*
12 *obligations or agreement shall be required to reimburse the*
13 *Government for whatever portion of the travel, subsistence,*
14 *tuition, fees, and related training expenses the head of the*
15 *agency concerned or official thereof designated under section*
16 *5 determines, in accordance with criteria established by*
17 *such regulations, to be equitable.*

18 *SEC. 7. This Act shall become effective upon its pas-*
19 *sage. After ninety days from the date of its enactment,*
20 *no training in non-Federal facilities shall be obtained for*
21 *an employee by a Federal agency except as provided by*
22 *this Act: Provided, however, That such training begun or*
23 *specifically approved by the appropriate authorizing official*
24 *prior to the enactment of this Act or within ninety days*
25 *thereafter may be completed in accordance with the au-*

1 *thorities upon which they were based, and without regard*
2 *to the provisions of this Act.*

3 *SEC. 8. To the extent authorized by regulations of the*
4 *President under the authority of this Act, contributions may*
5 *be made by private sources and accepted by employees re-*
6 *ceiving training in non-Federal facilities without regard to*
7 *the provisions of section 1914 of title 18 of the United States*
8 *Code.*

9 *SEC. 9. All laws or parts of laws inconsistent with the*
10 *provisions of this Act are hereby repealed to the extent of*
11 *such inconsistency, and such repeal shall include but shall*
12 *not be limited to the following laws and parts of laws:*

13 *(a) Section 307 (b) of the Civil Aeronautics Act of*
14 *1938, as amended by Public Law 670, Eighty-first Congress*
15 *(64 Stat. 417).*

16 *(b) The last sentence of section 201 (e) of the Merchant*
17 *Marine Act of 1936, as amended.*

18 *(c) Clause (8) of section 803 of the Civil Aeronautics*
19 *Act of 1938, as amended by Public Law 691, Seventy-ninth*
20 *Congress (60 Stat. 945). Clause (7) of the same section is*
21 *amended by inserting the word "and" at the beginning, im-*
22 *mediately following the number "(7) and immediately*
23 *preceding the word "promote", striking out the word "and"*

1 at the end following the semicolon, and changing the semi-
2 colon to a period.

3 (d) Section 16 of the Defense Highway Act of 1941
4 (55 Stat. 770), as amended.

5 (e) Public Law 472, Eighty-first Congress (64 Stat.
6 43), as amended.

7 (f) That part of section 33 of the World War Veterans'
8 Act (44 Stat. 793) which follows the words "and may detail
9 employees to attend the same"; and that part of the first sen-
10 tence of section 9 of part VII, Veterans Regulation Num-
11 bered 1 (a), as amended by Public Law 16, Seventy-eighth
12 Congress (57 Stat. 45), which reads "and may detail any
13 such personnel to attend courses conducted by other than
14 Veterans' Administration agencies, including private organi-
15 zations, and such employees in addition to their salaries shall
16 be entitled to the payment of expenses incident to such detail,
17 including transportation and tuition, as the Administrator by
18 rules and regulations shall provide".

19 SEC. 10. The head of each agency any employees of
20 which are provided training in non-Federal facilities shall
21 report annually to the Congress the name of each employee
22 receiving such training during the period covered by the
23 report, the length of his total service as an employee of the
24 Government, the grade, title, and primary functions of his

1 position and the length of his service in such position, the
2 non-Federal facility at which his training was received, the
3 nature, length, and cost of such training, and the relationship
4 of the training to the employee's position.

85TH CONGRESS
1ST SESSION

S. 385

[Report No. 213]

A BILL

To authorize the training of Federal employees at public or private facilities, and for other purposes.

By Mr. JOHNSTON of South Carolina and Mr.
NEUBERGER

JANUARY 9 (legislative day, JANUARY 3), 1957
Read twice and referred to the Committee on Post
Office and Civil Service

APRIL 8, 1957
Reported with an amendment

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(For Department Staff Only)

Issued April 15, 1957
For actions of April 12, 1957
85th-1st, No. 65

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HIGHLIGHTS: Senate passed bill to extend FHA loans to desertland entrymen.
Senate passed bill to authorize training of Federal employees at outside facilities.
Senate subcommittee ordered reported bill to extend time for submission of reorganization plans. Sen. Flanders introduced and discussed distressed areas bill.

SENATE

1. PERSONNEL. Passed with amendments S. 385, to authorize Federal agencies to obtain training of civilian employees at non-Federal facilities. The only amendment to the bill as reported was to exempt FBI from the bill. pp. 4995-7, 5021-2

Passed without amendment S. 1521, to exempt student-trainees from provisions of the Civil Service Act prohibiting employment in the classified service of more than two members of the same family. p. 4997

Sen. Humphrey discussed the shortage of skilled manpower in science and engineering and inserted letters from the Defense Department on the deficiency in Government and articles on the role of the Government as an employer and the importance of research scientists in maintaining our industrial power. pp. 5028-42

2. FARM LOANS. Passed without amendment S. 1002, to authorize financial assistance to desertland entrymen to the same extent as now authorized for homestead entrymen. p. 4997

3. ORGANIZATION. The Reorganization Subcommittee ordered reported to the Government Operations Committee S. 1791, to extend the time for transmitting plans under the Reorganization Act of 1949 to June 1, 1959. p. D327

4. FORESTRY. Received from the Comptroller General an audit report on the administration of forest management activities by the Bureau of Indian Affairs, Portland, Ore., area office. p. 4972
5. LANDS. Received a proposed bill from the Interior Department to establish uniform procedures for acquiring non-Federal lands for the national park system; to the Interior and Insular Affairs Committee. p. 4972
Passed without amendment S. 268, to provide for the return of mineral interests in land acquired by the Secretary of the Army for flood control purposes. p. 4995
6. FARM PROGRAM. Received a Minn. Senate resolution urging support of the family farm as the aim of the farm program; price supports on a self-regulating and self-financing basis if possible; expansion of the soil bank and inclusion of feed grains; a specified national food reserve; more research on marketing, price problems, new uses, and new markets for agricultural products; price protection for perishable foods; and governmental assistance to aid in farm credit, electrification, adequate diets for the aged, and other farm problems. p. 4973
7. TOBACCO. Sen. Thurmond inserted a resolution of the S.C. Assembly urging opposition to any further curtailment by the Department of any type of tobacco production. pp. 4974-5
8. HOUSING. Sen. Javits, an added cosponsor for S. 1694, to provide moderate-income housing, criticized Sen. Clark for his statement on the bill alleging that higher income families received too much of the housing under the Federal housing program. Sen. Clark replied that the lower two-thirds of American families, in income, obtained only half of the new homes financed by the program. Both favored the bill. pp. 4987-8
9. MONOPOLIES. Sen. Dirksen inserted a statement showing the organizations interested in S. 11, to amend the Robinson-Patman Act to allow certain acts if made in good faith. p. 4988
10. D. C. AUDITORIUM. Senate conferees were appointed on H.R. 4813, to extend the life of the D. C. Auditorium Commission. House conferees were appointed Apr. 8. p. 4990
11. NEWSPRINT. Passed over at the request of Sen. Talmadge, S. Con. Res. 20, to authorize an investigation by the Federal Trade Commission of activities of newsprint producers. p. 4991
12. PROPERTY. Passed over at the request of Sen. Talmadge, S. 1034, to transfer the Midwest Claypan Research Station to the U. of Mo. p. 4992
13. FLOOD CONTROL. Passed without amendment H.R. 6092, approving the Merrimack River flood control compact, with statements by Sens. Saltonstall and Cotton. This bill will now be sent to the President. pp. 4994-5
14. RECLAMATION. Passed over at the request of Sen. Purtell, S. J. Res. 12, to provide for transfer of right-of-way for Yellowtail dam. p. 4997
15. ASSISTANT SECRETARY. Passed without amendment S. 1832, to authorize the appointment of an additional Assistant Secretary of State, whom Sen. Green pointed out would handle African affairs. p. 4998

7. There has been opposition in New Hampshire. The opposition has not been directed against the compact, although obviously most of the benefits from the dams to be constructed in New Hampshire accrue in Massachusetts so interest in the latter State would be greater. What opposition there is is against one of the projects mentioned in it—the Hopkinton-Everett Dam and Reservoir. Those who will lose their homes and farms as a result of construction of the project are understandably opposed to it. Repeated surveys, however, have satisfied the New Hampshire Legislature that effective protection by any other combination of projects would involve the taking of more property, a larger number of homes and farms, and at a greater cost resulting in the ratification in that body by an overwhelming vote. I am not aware of any substantial opposition to the compact, or any projects mentioned in it, in Massachusetts.

8. The compact recognizes that most of the benefits accrue to Massachusetts rather than to New Hampshire. Therefore, the compact provides that Massachusetts will reimburse New Hampshire for 70 percent of the amount of taxes lost by reason of the acquisition and ownership by the United States of lands and rights for flood-control dams and reservoirs in the valley. Present estimates indicate that will involve payment by Massachusetts of about \$14,000 annually for the three projects already constructed.

The compact sets up a joint, six-man agency to cooperate in the control of floods and utilization of the water resources of the river. This agency also administers the financial aspects of the compact.

9. Let me make it clear that approval of the compact by Congress does not commit the Federal Government to anything. The compact merely provides a means by which two States can cooperate effectively between themselves, and with the Federal Government, for purposes of flood control and water conservation and utilization in the Merrimack River Basin.

10. At the time the Connecticut River compact was ratified by Congress, it was cleared with the various Federal agencies, such as the Federal Power Commission, the Secretary of the Army, and others. Because this compact is identical in its pertinent provisions, it is not considered necessary to formally submit it to these agencies again.

The PRESIDING OFFICER. The Senate has received from the House of Representatives, House bill 6092, which is identical in every respect with Senate bill 1682.

Without objection, the Senate will proceed to the consideration of the House bill, which will be stated by title.

The LEGISLATIVE CLERK. A bill (H. R. 6092) granting the consent and approval of Congress to the Merrimack River flood control compact.

The PRESIDING OFFICER. Is there objection to the present consideration of House bill 6092?

There being no objection, the Senate proceeded to consider the bill (H. R. 6092) granting the consent and approval of Congress to the Merrimack River flood control compact.

The PRESIDING OFFICER. If there be no amendment to be proposed, the question is on the third reading of the bill.

The bill (H. R. 6092) was ordered to a third reading, read the third time, and passed.

The PRESIDING OFFICER. Without objection, Senate bill 1682 is indefinitely postponed.

RETURN OF CERTAIN MINERAL INTERESTS IN LAND TO FORMER OWNERS

The bill (S. 268) to provide that the Secretary of the Army shall return certain mineral interests in land acquired by him for flood-control purposes to the former owners of such land was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted, etc., That the Secretary of the Army is authorized and directed, when he determines that the exploration for or exploitation of any mineral interests underlying lands within and for the purpose of reservoir projects of the Yazoo Basin headwater project in the State of Mississippi will not be incompatible with the development, maintenance, and operation of the reservoir projects and that the reconveyance of any such aforementioned interests to the former owners thereof will be in the public interest, to convey such interests to the former owners thereof, or in the case of any such owner who is deceased, to his legal heirs, if any, upon (1) application made within 3 years from the date of enactment of this act, and (2) payment to the United States of an amount which shall be determined to be the equivalent of the fair market value thereof.

SEC. 2. Each conveyance of mineral interests under this act shall contain such reservations, restrictions, terms and conditions as the Secretary determines are necessary for the development, maintenance, and operation of the reservoir projects.

COL. BENJAMIN AXELROAD—BILL PASSED OVER

The bill (S. 1008) for the relief of Col. Benjamin Axelroad was announced as next in order.

Mr. PURTELL. By request, I ask that the bill go over.

Mr. KEFAUVER. Mr. President, I wonder whether the Senator from Connecticut will withhold the objection, and will allow the bill to be placed at the foot of the calendar, so that during the further call of the calendar I may have an opportunity to confer with him about the bill.

Mr. PURTELL. Mr. President, the objection has been made at the request of another Senator. Of course I must consult with him before I can agree to the taking of any action on the bill, other than to have it passed over.

Mr. KEFAUVER. Will the Senator from Connecticut withhold his objection and let the bill go to the foot of the calendar? If he will agree to that course, and if he still objects when the end of the calendar is reached, after he has been in consultation with the Senator who has requested that objection be made in his behalf—

Mr. PURTELL. Mr. President, let me say that the Senator who objects is out of the city today; therefore, I cannot pursue any course other than the one I have already taken, inasmuch as the objection was made at the request of that Senator.

The PRESIDING OFFICER. Objection having been made, the bill will be passed over.

DELEGATE FROM ALASKA TO BE MEMBER OF THE ALASKA INTERNATIONAL RAIL AND HIGHWAY COMMISSION

The bill (H. R. 4271) to provide that the Delegate from Alaska in the House of Representatives of the United States may be a member of the Alaska International Rail and Highway Commission was considered, ordered to a third reading, read the third time, and passed.

PROPOSED MEMBERSHIP OF SPAIN IN NATO

The concurrent resolution (H. Con. Res. 115) expressing the sense of the Congress that efforts should be made to invite Spain to membership in the North Atlantic Treaty Organization was considered and agreed to.

The preamble was agreed to.

TRAINING OF FEDERAL EMPLOYEES—BILL PASSED OVER

The bill (S. 385) to authorize the training of Federal employees at public or private facilities, and for other purposes, was announced as next in order.

Mr. RUSSELL. Mr. President, I should like to have a statement made regarding how much the proposed general authorization for training will increase the cost of the Government.

Mr. CLARK. Mr. President, I am happy to advise the distinguished Senator from Georgia that the Bureau of the Budget, which has endorsed the bill—

Mr. RUSSELL. Mr. President, I must say that fact is not very persuasive to me.

Mr. CLARK. I am not suggesting that it is, Mr. President; I am merely endeavoring to supply the information the Senator from Georgia desires to have.

I was saying that the Bureau of the Budget, which has endorsed the bill, has indicated that the cost of the training can be absorbed by current appropriations. However, it is estimated that over a period of time the cost of the bill will run from \$800,000 to \$900,000.

Let me point out to my good friend, the Senator from Georgia, that the method by which the bill will operate will be as follows: From time to time, members of the civil service will be sent to various training programs, which will be conducted perhaps for a few weeks in some instances and in other instances to perhaps as much as 9 or 10 months. Their places will not be filled while they are away, taking the training; instead, the remainder of the staff will absorb their work. When they return, they will be far better able to conduct the activities of the Government with which they are entrusted, than they were before they went away.

The bill has, among its many supporters, distinguished representatives of private industry, including the vice president in charge of training, of the Bell Telephone Company of Pennsylvania, who testified that similar procedures have been in effect in most of the

large corporations of the United States for many a long year, and that the bill is merely for the purpose of modernizing the Government's procedures for the training of governmental employees, so as to enable them to keep up with the many technical and difficult problems which constantly confront them in this changing, modern world.

Mr. RUSSELL. It may be a highly desirable bill. Of course, it is interesting that the remainder of the staff of an agency will be able to absorb the work and carry on at a time a man is away from his job to acquire training. It would seem that the agency was over-staffed, if the staff was able to do the work while he was away being trained to do the work more efficiently and the same group were retained after he returned.

However, what concerns me is that the bill eliminates the limitations on the amount some of the agencies may expend for this purpose. We have had bills in the Senate from time to time to provide training, for example, for personnel in the Civil Aeronautics Administration. That training was very valuable, but there was a limitation on the amount which could be spent for that purpose. I have forgotten the exact amount. I think the amount the agency could spend for that purpose was \$100,000 or \$50,000. The same limitation was applied to other agencies that were permitted to participate in a training program. There was a limitation on the amount they could spend in any one year. This bill removes that limitation and leaves it to the discretion of the head of the agency. It is bound to result in increased spending.

Mr. CLARK. If the Senator will yield, it is understanding—and I trust the Senator from Georgia will correct me if I am wrong—that the training which is permitted by the bill has long been afforded to members of the Armed Forces, with which the Senator from Georgia, I am sure, is familiar, as he is chairman of the Committee on Armed Services. The bill will give to the civilian force of the United States Government the same privileges that are extended to the Armed Forces, as to which there is no limitation, as I understand. If I am wrong, I am willing to be corrected.

Mr. RUSSELL. I do not think there is any definite limitation on the amount to be expended to train a radar operator, for example, in the Armed Forces, or one who would operate a tank. However, I think there is some slight difference between such an operation and the blanket authorization here proposed for agencies to engage in training programs and to broaden and expand them.

It may be a desirable bill. We have a great many things in Government that are desirable but not necessary. I am somewhat dubious about taking away all of the limitation on the various agencies as to the amounts they may expend for this purpose.

We all talk about the \$72 billion budget and complain about it. I say we all complain about it; I do not suppose we all do, but there have been some complaints about it. The budget is composed of literally millions of small items.

Everytime we remove restraints and limitations on spending, we are simply inviting agencies to increase their expenditures by a few thousand dollars here and a few thousand dollars there. It is the sum total of all those items that makes up the \$72 billion budget.

Mr. AIKEN. Mr. President, will the Senator yield?

Mr. RUSSELL. I yield.

Mr. AIKEN. I was going to inquire whether training civil-service employees in private institutions will result in the reduction of personnel in Federal agencies. The reason I ask that question is that in times past Congress has said how fine it would be if private industry could take over some of the work being done by Government employees, do the work in a shorter time and have it over with, and we would not have to have so many Federal employees. We tried following that principle in some departments, but I am sorry to say that where work has been contracted for by private concerns it has not been accompanied with a corresponding reduction in Federal personnel. In some cases Federal personnel seemed to exercise so much unnecessary supervision over the private contractors that not only are some of the private contractors becoming reluctant to take on such work, but we have an added expense, that is, the amount which is paid to the private institution for carrying on the work without an accompanying reduction in Federal personnel.

The reasons for that are too complicated to go into at this time, but we ought to have some assurance that when work is transferred to private contractors it will be accompanied by a reduction of costs in the Federal agency involved.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. RUSSELL. I yield.

Mr. CLARK. May I ask the Senator from Vermont whether the comments he has just made indicate that he has an objection to this particular bill, which, of course, has nothing to do with contracts with private industry for the doing of work which the Government would otherwise do itself?

Mr. AIKEN. I am not familiar with the provisions of the bill. I just came to it on the calendar. I have not studied the bill. I was simply remarking on the general situation that when we transfer work from the Federal Departments to private industry we ought to make sure that there will be a corresponding decrease in the payroll of the Federal department involved. I think there would be a great deal of merit in doing that.

I have particular reference to testimony which has been received in the Committee on Foreign Relations with regard to work done in foreign countries, in connection with some of our colleges and universities that have contracted to carry on some of our economic and technical assistance programs. There is much grumbling that the work of the contracting agency is supervised and directed by Federal employees, to such an extent that, since they are there, anyway, they might as well do the work

and save additional expense. In other words, we have two sets of people doing the work, and they do not get along very well.

Mr. CLARK. I should like to assure the Senator from Vermont that the pending bill, in my judgment, does not hit the situation which he seems to have in mind. The bill would merely permit the Federal Government to give the same training to its employees, in technical schools, universities, and elsewhere, which is the current personnel practice in, I think I am safe in saying, the overwhelming majority of all of the large corporations of the United States, which feel, without dissent, that this type of training is in the interest of their efficiency and profit-making opportunities and that the spending is justified.

Mr. AIKEN. I am not sufficiently familiar with the details of the bill to object to it at this time, but the calling of the bill on the calendar seemed to afford me a proper vehicle to express myself on another matter relating to Government employees, which I think ought to be called to the attention of the Congress and which the Congress ought to look into.

Mr. RUSSELL. I am reluctant to object to a bill which claims to promote more efficiency in Government. However, after some years of service in this body, I have become exceedingly wary of bills claiming to reduce the cost of Government by promoting efficiency in operation. If all of the bills we have supported that were supposed to decrease costs by promoting efficiency in operation had achieved the objectives which were claimed by their sponsors, in my opinion, the budget would be in the neighborhood of about \$60 billion, instead of being \$72 billion or \$73 billion. We must have to hire a great many new people who have nothing to do except to chronicle and record the greatly increased efficiency of those already on the rolls, if those bills have really effectuated efficiency. The more legislation we pass to increase efficiency, the higher the total number of employees on the payroll.

I see in this bill the seed of a program that, by eliminating all the limitations which are in the existing law on the amount that can be spent, will be reflected in the budget in years to come by increased cost to the American taxpayer.

Mr. PURTELL. Mr. President, I think the colloquy on the floor points up what the minority calendar committee had decided, namely, that a measure such as this ought not to be passed on the Consent Calendar. Personally, I have no objection to the bill. It has the recommendation of two Hoover Commissions. It is a recommendation that will require the expenditure of eight or nine hundred thousand dollars. I think the bill should go over because I do not believe it is proper Consent Calendar business, and not because I object personally to the bill's being passed.

Mr. CLARK. Mr. President, will the Senator yield for a moment?

Mr. PURTELL. I am happy to yield.

Mr. CLARK. I ask the Senator to yield to permit me to state for the RECORD that the bill is not only sponsored by the administration, but that it received the

unanimous approval of the majority and minority members of the Post Office and Civil Service Committee. I should like to have that fact made a matter of record.

Mr. PURTELL. Mr. President, I should like the RECORD to show a repetition of my statement that I have no objection to the bill. I am in favor of it; but I feel the bill ought not pass on the Consent Calendar.

The PRESIDING OFFICER. The bill will be passed over.

AMENDMENT OF PERFORMANCE RATING ACT OF 1950

The bill (S. 1412) to amend section 2 (b) of the Performance Rating Act of 1950, as amended, was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted, etc., That section 2 (b) of the Performance Rating Act of 1950, as amended (5 U. S. C. 2001), is further amended by striking out the period at the end thereof and inserting in lieu thereof a semicolon and the following:

"(13) Civilian officers and members of crews of vessels operated by the Department of the Army and the Department of the Navy."

Mr. PURTELL. Mr. President, I think it is worth while to note that the enactment of this bill will, in fact, save \$75,000 per annum for the Government.

EXEMPTION OF PERSONS APPOINTED TO STUDENT-TRAINEE POSITIONS FROM PROVISIONS OF SECTION 9 OF THE CIVIL SERVICE ACT

The bill (S. 1521) to exempt persons appointed to student-trainee positions from the provisions of section 9 of the Civil Service Act prohibiting the employment in the classified service of more than 2 members of the same family was announced as next in order.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

Mr. KNOWLAND. Mr. President, reserving the right to object, my attention was diverted a moment ago by some conversations, as I started to explain the reason for my rising at this time on this particular bill.

The bill itself, so far as I know and have been able to determine by going over it, is a satisfactory and constructive amendment to the law. I wish, however, to invite the attention of the Senate to page 2 of Senate Report No. 215, relating to Calendar No. 216, where, under the heading "Agency Views," the following statement is made:

It is not possible to obtain the official views of the Civil Service Commission because of there being only one member of the Commission at the present time. Following is a letter expressing the personal views of Commissioner F. J. Lawton.

Mr. President, nominations of two Civil Service Commissioners, submitted by the President of the United States; and awaiting confirmation are still pending before the Post Office and Civil Service Committee.

The Civil Service Commission has only one member, so there can be no majority of the Commission. We are now faced with a situation where the views of the Commission on this particular bill could not be received because there is not a working Commission in being.

I hope the distinguished chairman of the Committee on Post Office and Civil Service will very promptly act on the nominations of the President of the United States, so that the Civil Service Commission will again be fully constituted for the conduct of the public business.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. KNOWLAND. I yield.

Mr. CLARK. I should like to advise my good friend, the Senator from California, in the absence of the chairman of the Committee on Post Office and Civil Service, a committee on which I happen to serve, that hearings are being conducted on the nominations to places on the Civil Service Commission, and that it is anticipated the hearings will be concluded next week. It is hoped that the recommendations of the committee can be brought before the Senate very shortly thereafter.

Mr. KNOWLAND. I thank the distinguished Senator from Pennsylvania.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the bill was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted, etc., That section 9 of the act entitled "An act to regulate and improve the civil service of the United States," approved January 16, 1893, as amended (5 U. S. C. 641), is amended by adding at the end thereof a new sentence as follows: "This section shall not apply to persons appointed to student trainee positions."

TRANSFER OF RIGHT-OF-WAY FOR YELLOWTAIL DAM AND RESERVOIR — JOINT RESOLUTION PASSED OVER

The joint resolution (S. J. Res. 12) to provide for transfer of right-of-way for Yellowtail Dam and Reservoir, Hardin unit, Missouri River Basin project, and payment to Crow Indian Tribe in connection therewith, and for other purposes, was announced as next in order.

Mr. PURTELL. Mr. President, over by request.

The PRESIDING OFFICER. The joint resolution will be passed over.

FINANCIAL ASSISTANCE TO DESERT-LAND ENTRYMEN

The bill (S. 1002) to enable the Secretary of Agriculture to extend financial assistance to desert-land entrymen to the same extent as such assistance is available to homestead entrymen was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted, etc., That the first sentence of the act entitled "An act to enable the Secretary of Agriculture to extend financial as-

sistance to homestead entrymen, and for other purposes," approved October 19, 1946 (63 Stat. 883), is amended (1) by striking out "homestead entry" and inserting in lieu thereof "homestead or desert-land entry"; and (2) by striking out "homestead and" and inserting in lieu thereof "homestead, desert-land, and."

FROSSO SPILIOU

The bill (S. 130) for the relief of Frosso Spiliotou was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted, etc., That, for the purposes of the Immigration and Nationality Act, Frosso Spiliotou shall be held and considered to have been lawfully admitted to the United States for permanent residence as of the date of the enactment of this act, upon payment of the required visa fee. Upon the granting of permanent residence to such alien as provided for in this Act, the Secretary of State shall instruct the proper quota-control officer to deduct one number from the appropriate quota for the first year that such quota is available.

YUN WHA YOON HOLSMAN

The bill (S. 973) for the relief of Yun Wha Yoon Holzman was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted, etc., That, for the purposes of sections 101 (a) (27) (A) and 205 of the Immigration and Nationality Act, Yun Wha Yoon Holzman shall be held and considered to be the natural-born alien child of Noel and Helen Holzman, citizens of the United States.

ARSENE KAVOUKDJIAN (ARSENE KAVOOKJIAN)

The bill (S. 1202) for the relief of Arsene Kavoukdjian (Arsene Kavookjian) was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted, etc., That, for the purposes of the Immigration and Nationality Act, Arsene Kavoukdjian (Arsene Kavookjian) shall be held and considered to have been lawfully admitted to the United States for permanent residence as of the date of the enactment of this act, upon payment of the required visa fee. Upon the granting of permanent residence to such alien as provided for in this act, the Secretary of State shall instruct the proper quota-control officer to deduct one number from the appropriate quota for the first year that such quota is available.

EVANGELOS DEMETRE KARGIOTIS

The bill (S. 1212) for the relief of Evangelos Demetre Kargiotis was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted, etc., That, for the purposes of the Immigration and Nationality Act, Evangelos Demetre Kargiotis shall be held and considered to have been lawfully admitted to the United States for permanent residence as of the date of the enactment of this act, upon payment of the required visa fee. Upon the granting of permanent residence to such alien as provided for in this act, the Secretary of State shall instruct the proper quota-control officer to deduct one number from the appropriate quota for the first year that such quota is available.

MRS. GERALDINE ELAINE SIM

The Senate proceeded to consider the bill (S. 1360) for the relief of Mrs. Geraldine Elaine Sim, which had been reported from the Committee on the Judiciary, with an amendment to strike out all after the enacting clause and insert:

That, for the purposes of the Immigration and Nationality Act, Mrs. Geraldine Elaine Sim shall be held and considered to have been lawfully admitted to the United States for permanent residence as of the date of the enactment of this act, upon payment of the required visa fee. Upon the granting of permanent residence to such alien as provided for in this act, the Secretary of State shall instruct the proper quota-control officer to deduct one number from the appropriate quota for the first year that such quota is available.

The amendment was agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

APPOINTMENT OF ADDITIONAL ASSISTANT SECRETARY OF STATE

The bill (S. 1832) to authorize the appointment of one additional Assistant Secretary of State was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted, etc., That section 1 of the act of May 26, 1949, as amended (5 U. S. C. 151a), is amended by striking out "10" and inserting in lieu thereof "11."

SEC. 2. Section 106 (a) (17) of the Federal Executive Pay Act of 1956 (70 Stat. 738) is amended by striking out "(10)" and inserting in lieu there "(11)."

Mr. GREEN subsequently said: Mr. President, the purpose of S. 1832 is to authorize the appointment of one additional Assistant Secretary of State who will be designated as the Assistant Secretary of State for African Affairs. The bill does not itself give the proposed new Assistant Secretary this title, because the present law does not specify geographic or other titles for any of the Assistant Secretaries of State. S. 1832 increases the number of Assistant Secretaries of State from 10 to 11, and it is the intention of the Department of State to use the proposed new position for the appointment of an Assistant Secretary to direct a proposed Bureau of African Affairs.

The increasing importance of the continent of Africa is well known to all of us. Africa is important to the United States for political, military, and economic reasons. I shall not attempt to develop the facts in detail. It may not be generally known, however, that at the present time one Assistant Secretary of State has charge not only of African affairs, but Near Eastern affairs and south Asian affairs as well. There is an urgent need for an additional Assistant Secretary who can devote full time to African affairs.

The Committee on Foreign Relations strongly recommends that the Senate approve, by passing this bill, the creation of an additional Assistant Secretary post in the Department of State in order that the problems of United States relations with Africa can be given attention commensurate with the importance to the United States of that area.

BILL PASSED OVER

The bill (H. R. 5520) to amend the Second Liberty Bond Act to increase the maximum interest rate permitted on United States savings bonds was announced as next in order.

Mr. TALMADGE. Over, Mr. President. The PRESIDING OFFICER. The bill will be passed over.

That completes the call of the calendar.

THE BUDGET OF THE POST OFFICE DEPARTMENT

Mr. McNAMARA. Mr. President, on Tuesday, January 10, 1956, the present Postmaster General appeared before the House Appropriations Committee in support of the budget for his Department for the 1957 fiscal year. This was the fourth annual budget presented by General Summerfield. This background is important only for the purpose of establishing that he was not a novice or inexperienced in budget matters.

Mr. Summerfield presented himself and his associates to the Appropriations Subcommittee on that occasion as follows:

Our appearance here today marks the fourth time we have had the opportunity to discuss the problems and plans of the Post Office Department with the subcommittee.

We are happy to be able to do so. We believe this interchange of ideas in the course of these budget hearings will ultimately be reflected, as it has in the past, in our mutual objective to provide the American people with an even better mail service at the lowest possible cost.

I would like to emphasize at the outset that tried and proven concepts of business management have been introduced into every phase of the Post Office Department's activities during the past 3 years as rapidly as practicable.

Note carefully the general's phrase:

To provide the American people with an even better mail service.

And also his statement:

That tried and proven concepts of business management have been introduced into every phase of the Post Office Department's activities.

These are startling statements in the light of subsequent developments, as I shall proceed to show.

Mr. President, on January 10, 1956, the Post Office Department presented a budget for the 1957 fiscal year in the amount of \$3 billion. I have not rounded out the Department's request, but their budget request was for exactly \$3 billion with which to operate from July 1, 1956, to June 30, 1957.

After hearings in the House and in the Senate, the Department was given \$2,984,340,000. In other words, the request of the Department was reduced by \$15,660,000. Think of it, if you will, Mr. President, a cut of \$15,660,000 in a \$3-billion budget. That represents a cut of less than one-half of 1 percent. A cut of that proportion should be as noticeable as the removal of a cup of water from Lake Michigan or the death of a mosquito in a Georgia swamp. But to General Summerfield it looms as large as the Atlantic to a fisherman lost in a

rowboat and as important as a school girl's first date.

Mr. Summerfield's \$3-billion budget request for the current fiscal year was based on an estimated workload of 58,300,000,000 pieces of mail. That was his estimate back in January of last year. In commenting on this, he states:

This would be an increase of about 2.6 percent over our present estimate of the volume in fiscal 1956.

To quote further, he added this clincher:

And there is some danger that we may again be underestimating.

Now, what are the facts? In January of this year Mr. Summerfield, in his fifth annual budget appearance before the House Appropriations Committee, submitted a revised estimate for the 1957 fiscal year. His most recent estimate is that the Department will handle 276 million fewer pieces of mail during the year than was anticipated at the time of his budget submission.

In these circumstances, one would expect the Post Office Department, that is using, to quote Mr. Summerfield, "tried and proven concepts of business management," to have a surplus in operating funds at the end of the current fiscal year. Is that the case? No, indeed, it is not. To the contrary, the country is faced with the disturbing and sorry spectacle of the Postmaster General threatening to curtail certain services unless he is given additional money to carry him through the last quarter of the fiscal year. What a comedown from the lofty position—"to provide the American people with an even better mail service at the lowest possible cost"—he assumed at the time his present budget was submitted.

The facts are worthy of repetition. When Mr. Summerfield came to Congress in January of last year to ask for operating funds for the Post Office Department for the current fiscal year, he asked for \$3 billion to handle 58,300,000,000 pieces of mail. Congress gave him within less than one-half of 1 percent of what he requested and accepted without question his estimate of the amount of mail he would handle. Now, as the year nears an end, we learn that he needs more money to handle less mail.

Mr. President, someone is responsible for the current fiasco in the Post Office Department. Someone is to blame for the threatened collapse of the mail service.

Is it Congress? I do not think so. Congress gave Summerfield enough money to run the Post Office Department a full year and not merely a portion of a year.

I think the public should be advised of certain facts so it might better understand the situation. The facts are these:

There has been an antideficiency law for many years.

In 1950 the law was amended to make it more effective.

The purpose of the law, as amended, is to require the apportionment of agency funds in quarterly allotments, so there will be no shortage during the closing months of the year.

List of contributors of \$500 and over, for the period Jan. 1 to Nov. 30, 1956, arranged by listing of 225 largest corporations with which contributors are connected as officers and directors—Continued

TRADE CORPORATIONS—continued

		Repub- lican	Democ- ratic	Other			Repub- lican	Democ- ratic	Other
M 6	MONTGOMERY WARD					SEARS, ROEBUCK—continued			
M 6 D	Avery, Sewell L., Chicago, Ill. (R)	\$6,000			M 2 D	Stern, Edgar B., New Orleans, La. (D W)		\$1,500	
M 6 D	Eckhart, Percy B., Chicago, Ill. (R)	1,000			M 2 D	Wood, Robert E., Chicago, Ill. (R)	\$2,500		
	Total	7,000			M 2 D	Wood, Robert E., Chicago, Ill. (M)			\$2,725
M 11	NATIONAL TEA					Total	6,500	2,500	2,725
M 11	None.				M 20	WINN-DIXIE STORES			
M 4	J. C. PENNEY				M 20 *	Davis, Artemus D., Jacksonville, Fla. (D)		1,000	
M 4	None.				M 20 *	Davis, James E., Jacksonville, Fla. (D)		1,000	
M 3	SAFEWAY STORES					Total		2,000	
M 3	None.				M 7	F. W. WOOLWORTH			
M 2	SEARS, ROEBUCK				M 7 D	Knox, Seymour H., Buffalo, N. Y. (R)	1,500		
M 2 D	Crandall, Lou R., New York, N. Y. (R)	*2,000				Gross total	116,050	14,500	2,725
M 2 D	Stearns, Russell B., Boston, Mass. (R)	*2,000				Deductions for duplication	46,750		
M 2 D	Stern, Edgar B., New Orleans, La. (D)		\$1,000			Net grand total	69,300	14,500	2,725

RECAPITULATION FOR EXHIBIT 25

	Republican	Democratic	Other
Gross totals	3,029,956	110,850	34,775
Deductions for duplication	1,213,359	7,125	18,250
Net grand totals	1,816,597	103,725	16,525

TRAINING OF FEDERAL EMPLOYEES

Mr. CLARK. Mr. President, I ask unanimous consent that the unfinished business be temporarily laid aside and that the Senate proceed to the consideration of Calendar 214, S. 385.

The PRESIDING OFFICER (Mr. COTTON in the chair). The clerk will state the bill by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (S. 385) to authorize the training of Federal employees at public or private facilities, and for other purposes.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Pennsylvania?

There being no objection, the Senate proceeded to consider the bill, which had been reported from the Committee on Post Office and Civil Service with an amendment.

Mr. KNOWLAND. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The Secretary will call the roll.

The legislative clerk proceeded to call the roll.

Mr. KNOWLAND. Mr. President, I ask unanimous consent that the order for the quorum call be dispensed with.

The PRESIDING OFFICER. Without objection, it is so ordered.

The clerk will state the committee amendment.

The LEGISLATIVE CLERK. It is proposed to strike out all after the enacting clause and insert:

That the President of the United States may authorize the heads of Federal agencies to obtain training at non-Federal facilities for civilian officers and employees of their agencies, when they find that such training will be in the interests of the Government and not inconsistent with the interests of national security and will contribute to the more effective functioning of their agencies.

Sec. 2. For the purposes of this act—

(a) The term "Federal agency" means (1) any department or independent establishment in the executive branch of the Government, including any Government owned or controlled corporation subject to title I or title II of the Government Corporation Control Act (but not including any corporation under the supervision of the Farm Credit Administration of which corporation any member of the board of directors is elected or appointed by private interests), except the Central Intelligence Agency, the Atomic Energy Commission, the Tennessee Valley Authority, the Bureau of Medicine and Surgery of the Veterans' Administration, and the Foreign Service of the State Department, (2) the municipal government of the District of Columbia, (3) the Library of Congress, (4) the Government Printing Office, and (5) the General Accounting Office.

(b) The term "training" means the provision of opportunities to acquire skill or knowledge related to the work of the respective Federal agencies.

(c) The term "non-Federal facilities" includes State, county, local, or foreign governments, interstate or international organizations, or instrumentalities thereof; institutions of learning or individual instructors; laboratories; trade, labor, agricultural, or scientific associations; foundations; industrial or commercial organizations; or other appropriate organizations and facilities, foreign or domestic.

(d) The term "employee" means any officer or employee of a Federal agency, as defined above, except those subject to the Career Compensation Act of 1949, as amended.

SEC. 3. Training of employees of one Federal agency by another; loan of training facilities among Federal agencies; training activities on a joint basis among Federal agencies; and training by Federal agencies of their own employees are also authorized.

SEC. 4. Appropriations or other funds available to Federal agencies for salaries or expenses shall be available for the purposes of this act. Tuition, fees, and related training expenses may be paid to the training facility or to the trainee: *Provided*, That no part of any appropriation, or of the funds

available for expenditure by any corporation, or other funds, shall be available to pay for training at any facility that teaches or advocates the overthrow of the Government of the United States by force or violence.

SEC. 5. No training in a non-Federal facility shall be provided under this act for any employee unless such training is authorized by the head of the agency or by another official of such agency designated for that purpose by the head thereof.

SEC. 6. Regulations issued under authority of the President pursuant to this act shall set forth the obligations to which employees who accept training in non-Federal facilities shall be required to agree, including an agreement in writing to remain in the Government service, unless voluntarily separated therefrom, for a period equal to three times the length of any period of time off with pay granted such employee without charge to annual leave for the purpose of such training. Any such trainee who fails to fulfill such obligations or agreement shall be required to reimburse the Government for whatever portion of the travel, subsistence, tuition, fees, and related training expenses the head of the agency concerned or official thereof designated under section 5 determines, in accordance with criteria established by such regulations, to be equitable.

SEC. 7. This act shall become effective upon its passage. After 90 days from the date of its enactment, no training in non-Federal facilities shall be obtained for an employee by a Federal agency except as provided by this act: *Provided, however*, That such training begun or specifically approved by the appropriate authorizing official prior to the enactment of this act or within 90 days thereafter may be completed in accordance with the authorities upon which they were based, and without regard to the provisions of this act.

SEC. 8. To the extent authorized by regulations of the President under the authority of this act, contributions may be made by private sources and accepted by employees receiving training in non-Federal facilities without regard to the provisions of section 1914 of title 18 of the United States Code.

SEC. 9. All laws or parts of laws inconsistent with the provisions of this act are hereby repealed to the extent of such inconsistency, and such repeal shall include but shall not be limited to the following laws and parts of laws:

(a) Section 307 (b) of the Civil Aeronautics Act of 1938, as amended by Public Law 670, 81st Congress (64 Stat. 417).

(b) The last sentence of section 201 (e) of the Merchant Marine Act of 1936, as amended.

(c) Clause (8) of section 803 of the Civil Aeronautics Act of 1938, as amended by Public Law 691, 79th Congress (60 Stat. 945). Clause (7) of the same section is amended by inserting the word "and" at the beginning, immediately following the number "(7)" and immediately preceding the word "promote", striking out the word "and" at the end following the semicolon, and changing the semicolon to a period.

(d) Section 16 of the Defense Highway Act of 1941 (55 Stat. 770), as amended.

(e) Public Law 472, 81st Congress (64 Stat. 43), as amended.

(f) That part of section 33 of the World War Veterans Act (44 Stat. 793) which follows the words "and may detail employees to attend the same"; and that part of the first sentence of section 9 of part VII, Veterans Regulation Numbered 1 (a), as amended by Public Law 16, 78th Congress (57 Stat. 45), which reads "and may detail any such personnel to attend courses conducted by other than Veterans' Administration agencies, including private organizations, and such employees in addition to their salaries shall be entitled to the payment of expenses incident to such detail, including transportation and tuition, as the administrator by rules and regulations shall provide".

SEC. 10. The head of each agency any employees of which are provided training in non-Federal facilities shall report annually to the Congress the name of each employee receiving such training during the period covered by the report, the length of his total service as an employee of the Government, the grade, title, and primary functions of his position and the length of his service in such position, the non-Federal facility at which his training was received, the nature, length, and cost of such training, and the relationship of the training to the employee's position.

Mr. CLARK. Mr. President, the bill, which was sponsored by the administration, and was introduced by the chairman of the Committee on Post Office and Civil Service, provides, briefly, that the President of the United States may authorize the heads of Federal agencies to obtain at non-Federal facilities training for civilian officers and employees of their agencies when they find that such training will be in the interest of the Government and not inconsistent with the interest of national security, and will contribute to the more effective functioning of their agencies.

The remainder of the bill merely defines its terms; authorizes the President to make appropriate regulations for carrying out the provisions of the bill; provides that the appropriations or other funds available to other agencies for salaries or expenses shall be available for the purpose of the bill; and provides that there shall be no training unless the head of the agency or another official designated by him for that purpose shall so direct.

In general, the purpose of the bill is to make available to employees in the Federal service the same opportunities

for training which are now available to members of the armed services of the United States.

Two days of hearings were held on the bill by a subcommittee of the Committee on Post Office and Civil Service of which I had the honor to be the chairman.

Testimony in support of the bill was adduced from the Federal Bureau of the Budget, the Civil Service Commission, the Department of Defense, a number of civic agencies, a number of employee groups, and a large number of educators from educational institutions throughout the country.

No opposition was offered to the bill, which was reported by the Committee on Post Office and Civil Service, by the unanimous vote of both the majority and the minority members.

The bill, if enacted, will enable the executive arm of the Federal Government to provide the same kind of training for its employees, whether it be 2 or 3 weeks in a technical school or 8 or 9 months at an institution of higher learning, as it is almost the unanimous practice of private industry, among the larger corporations, to make available to their employees. I suggest that the large corporations which are interested in making a profit, meeting payrolls, and paying dividends to the stockholders have adopted such programs because they know that better training of personnel makes for the more efficient, economical carrying on of their business.

I trust that the bill will be approved by my colleagues.

Mr. President, I offer an amendment to the committee amendment, and ask that it be stated.

The PRESIDING OFFICER. The amendment will be stated for the information of the Senate.

The LEGISLATIVE CLERK. On page 6, line 14, after the word "Agency", it is proposed to insert "the Federal Bureau of Investigation."

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Pennsylvania [Mr. CLARK] to the committee amendment.

Mr. CLARK. Mr. President, I wish to state the reasons for the amendment. In section 2 of the bill a number of Federal agencies are listed, among them the Central Intelligence Agency, the Atomic Energy Commission, the Tennessee Valley Authority, and others, which are exempted from the terms of the bill because those agencies already have in effect training programs which are satisfactory, and they do not need the general protection provided by the bill.

Subsequent to the hearings, the Federal Bureau of Investigation communicated with me and requested that it be added as an exempt agency. I think all Senators are familiar with the splendid training program of the Federal Bureau of Investigation. I am happy, at its request, to include that agency among the exempted agencies.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Pennsylvania to the committee amendment.

The amendment to the amendment was agreed to.

The amendment, as amended, was agreed to.

The PRESIDING OFFICER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

INCREASE OF INTEREST RATE ON UNITED STATES SAVINGS BONDS

The PRESIDING OFFICER. The Chair lays before the Senate the unfinished business.

The Senate resumed the consideration of the bill (H. R. 5520) to amend the Second Liberty Bond Act to increase the maximum interest rate permitted on United States savings bonds.

TENSION BETWEEN THE UNITED STATES AND CANADA

Mr. NEUBERGER. Mr. President, it is my intention to discuss comparatively briefly the very unfortunate and distressing tension which has arisen between the United States and our closest ally in war and in peace—Canada. I shall explain why I have taken what might be called a somewhat special interest in the case.

I have a very warm personal feeling and a great admiration for the people of Canada and for the Canadian Government. During World War II, I served much of the time in the Yukon Territory with the American troops whose mission it was to construct the 1,500-mile Alaska Military Highway, linking continental United States with our great bastion in the north, Alaska. For a part of that time I was assigned as aide-de-camp to a very fine and brave American officer, the late, Gen. James A. O'Connor, of the Corps of Army Engineers. General O'Connor was in charge of building the Alaska Highway.

I may say that General O'Connor, during his lifetime, was a constituent of the distinguished senior Senator from California [Mr. KNOWLAND] who is now on the Senate floor. General O'Connor was a resident of Los Angeles, and his widow and family still live in Los Angeles.

Because of the duties which were mine in the service, I had many associations with the people of Canada, and some slight association with the Government of Canada.

I have hanging on my wall a cherished photograph of General O'Connor, the late Canadian Prime Minister W. L. Mackenzie King, and myself looking at a map of the Arctic areas, where we showed Mr. Mackenzie King the realm in his own country in which American troops had been allowed, through the good-will and friendship of the people of Canada, to build the great lifeline to Alaska which we know today as the Alaska Highway. I might add that that lifeline is paralleled by a great series of airways, by which Alaska and the Aleutians were supplied during World War II.

Every year since the end of my service in the Army and until the time of my

S. 385

IN THE HOUSE OF REPRESENTATIVES

APRIL 15, 1957

Referred to the Committee on Post Office and Civil Service

AN ACT

To authorize the training of Federal employees at public or private facilities, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the President of the United States may authorize the
4 heads of Federal agencies to obtain training at non-Federal
5 facilities for civilian officers and employees of their agencies,
6 when they find that such training will be in the interests
7 of the Government and not inconsistent with the interests
8 of national security and will contribute to the more effective
9 functioning of their agencies.

10 SEC. 2. For the purposes of this Act—

11 (a) The term “Federal agency” means (1) any de-

1 partment or independent establishment in the executive
2 branch of the Government, including any Government-owned
3 or controlled corporation subject to title I or title II of
4 the Government Corporation Control Act (but not including
5 any corporation under the supervision of the Farm Credit
6 Administration of which corporation any member of the
7 board of directors is elected or appointed by private inter-
8 ests), except the Central Intelligence Agency, the Federal
9 Bureau of Investigation, the Atomic Energy Commission,
10 the Tennessee Valley Authority, the Bureau of Medicine
11 and Surgery of the Veterans' Administration, and the For-
12 eign Service of the State Department, (2) the municipal
13 government of the District of Columbia, (3) the Library
14 of Congress, (4) the Government Printing Office, and (5)
15 the General Accounting Office.

16 (b) The term "training" means the provision of oppor-
17 tunities to acquire skill or knowledge related to the work of
18 the respective Federal agencies.

19 (c) The term "non-Federal facilities" includes State,
20 county, local, or foreign governments, interstate or inter-
21 national organizations, or instrumentalities thereof; institu-
22 tions of learning or individual instructors; laboratories;
23 trade, labor, agricultural, or scientific associations; founda-
24 tions; industrial or commercial organizations; or other ap-
25 propriate organizations and facilities, foreign or domestic.

1 (d) The term “employee” means any officer or em-
2 ployee of a Federal agency, as defined above, except those
3 subject to the Career Compensation Act of 1949, as amended.

4 SEC. 3. Training of employees of one Federal agency
5 by another; loan of training facilities among Federal agen-
6 cies; training activities on a joint basis among Federal
7 agencies; and training by Federal agencies of their own
8 employees are also authorized.

9 SEC. 4. Appropriations or other funds available to
10 Federal agencies for salaries or expenses shall be available
11 for the purposes of this Act. Tuition, fees, and related
12 training expenses may be paid to the training facility or to
13 the trainee: *Provided*, That no part of any appropriation,
14 or of the funds available for expenditure by any corporation,
15 or other funds, shall be available to pay for training at any
16 facility that teaches or advocates the overthrow of the
17 Government of the United States by force or violence.

18 SEC. 5. No training in a non-Federal facility shall be
19 provided under this Act for any employee unless such train-
20 ing is authorized by the head of the agency or by another
21 official of such agency designated for that purpose by the
22 head thereof.

23 SEC. 6. Regulations issued under authority of the Presi-
24 dent pursuant to this Act shall set forth the obligations to
25 which employees who accept training in non-Federal facili-

1 ties shall be required to agree, including an agreement in
2 writing to remain in the Government service, unless volun-
3 tarily separated therefrom, for a period equal to three times
4 the length of any period of time off with pay granted such
5 employee without charge to annual leave for the purpose of
6 such training. Any such trainee who fails to fulfill such
7 obligations or agreement shall be required to reimburse the
8 Government for whatever portion of the travel, subsistence,
9 tuition, fees, and related training expenses the head of the
10 agency concerned or official thereof designated under section
11 5 determines, in accordance with criteria established by
12 such regulations, to be equitable.

13 SEC. 7. This Act shall become effective upon its pas-
14 sage. After ninety days from the date of its enactment,
15 no training in non-Federal facilities shall be obtained for
16 an employee by a Federal agency except as provided by
17 this Act: *Provided, however,* That such training begun or
18 specifically approved by the appropriate authorizing official
19 prior to the enactment of this Act or within ninety days
20 thereafter may be completed in accordance with the au-
21 thorities upon which they were based, and without regard
22 to the provisions of this Act.

23 SEC. 8. To the extent authorized by regulations of the
24 President under the authority of this Act, contributions may
25 be made by private sources and accepted by employees re-

1 ceiving training in non-Federal facilities without regard to
2 the provisions of section 1914 of title 18 of the United States
3 Code.

4 SEC. 9. All laws or parts of laws inconsistent with the
5 provisions of this Act are hereby repealed to the extent of
6 such inconsistency, and such repeal shall include but shall
7 not be limited to the following laws and parts of laws:

8 (a) Section 307 (b) of the Civil Aeronautics Act of
9 1938, as amended by Public Law 670, Eighty-first Congress
10 (64 Stat. 417).

11 (b) The last sentence of section 201 (e) of the Mer-
12 chant Marine Act of 1936, as amended.

13 (c) Clause (8) of section 803 of the Civil Aeronautics
14 Act of 1938, as amended by Public Law 691, Seventy-ninth
15 Congress (60 Stat. 945). Clause (7) of the same section is
16 amended by inserting the word "and" at the beginning, im-
17 mediately following the number "(7)" and immediately
18 preceding the word "promote", striking out the word "and"
19 at the end following the semicolon, and changing the semi-
20 colon to a period.

21 (d) Section 16 of the Defense Highway Act of 1941
22 (55 Stat. 770), as amended.

23 (e) Public Law 472, Eighty-first Congress (64 Stat.
24 43), as amended.

25 (f) That part of section 33 of the World War Veterans'

1 Act (44 Stat. 793) which follows the words “and may detail
2 employees to attend the same”; and that part of the first sen-
3 tence of section 9 of part VII, Veterans Regulation Num-
4 bered 1 (a), as amended by Public Law 16, Seventy-eighth
5 Congress (57 Stat. 45), which reads “and may detail any
6 such personnel to attend courses conducted by other than
7 Veterans’ Administration agencies, including private organ-
8 izations, and such employees in addition to their salaries shall
9 be entitled to the payment of expenses incident to such detail,
10 including transportation and tuition, as the Administrator by
11 rules and regulations shall provide”.

12 SEC. 10. The head of each agency any employees of
13 which are provided training in non-Federal facilities shall
14 report annually to the Congress the name of each employee
15 receiving such training during the period covered by the
16 report, the length of his total service as an employee of the
17 Government, the grade, title, and primary functions of his
18 position and the length of his service in such position, the
19 non-Federal facility at which his training was received, the
20 nature, length, and cost of such training, and the relationship
21 of the training to the employee’s position.

Passed the Senate April 12, 1957.

Attest:

FELTON M. JOHNSTON,

Secretary.

AN ACT

To authorize the training of Federal employees at public or private facilities, and for other purposes.

APRIL 15, 1957

Referred to the Committee on Post Office and Civil
Service

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(For Department Staff Only)

Issued June 19, 1958
For actions of June 18, 1958
85th-2d, No. 100

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HIGHLIGHTS: Senate committee reported bills to authorize study of humane slaughter methods; extend special livestock loan authority; and reduce allotments for 2nd crop of tobacco grown on allotment in one year. House subcommittee ordered reported bill to authorize training for Federal employees at outside facilities. Conferees agreed to file report on mutual security authorization bill.

SENATE

1. HUMANE SLAUGHTER. The Agriculture and Forestry Committee reported with amendments H. R. 8308, to require the use of humane methods of slaughter of livestock and poultry (S. Rept. 1724) (p. 10429-30). The Daily Digest reported that the substitute amendment would provide for a study of this subject by the Department and a report to Congress on its finding within 2 years (pp. D557-8).
2. LIVESTOCK LOANS. The Agriculture and Forestry Committee reported with amendment H. R. 11424, to extend for 2 years (through July 14, 1961) certain authority of the Secretary for special livestock loans (S. Rept. 1723). p. 10429
3. TOBACCO. The Agriculture and Forestry Committee reported without amendment H. R. 11058, to reduce the acreage allotments of tobacco farmers who harvest more than one crop of tobacco in a year from the same acreage (S. Rept. 1725). p. 10430
4. SURPLUS FOODS. The Agriculture and Forestry Committee reported without amendment H. R. 12164, to permit the donation of surplus foods to nonprofit summer camps for children without reference to the number of needy children (S. Rept. 1726). p. 10430

5. TAXES. Began debate on H. R. 12695, the tax rate extension bill, with discussion of the economic situation. pp. 10447-79
6. WATERSHEDS. The Agriculture and Forestry Committee approved watershed projects at Canoe Creek, Ky., and Wild Rice Creek, N. D. and S. D. p. D558
7. TRANSPORTATION. Sen. Neuberger inserted an article, "Outside Chance Seen for Halting Federal Transportation Excises." pp. 10445-6
Sen. Smathers inserted a statement by the American Trucking Ass'n asserting that the highway users were paying more than their fair share for the construction of highways. pp. 10480-3
8. STATEHOOD. Sen. Church inserted an editorial urging statehood for Alaska. p. 10479
9. TEXTILES. Sen. Thurmond urged quota limitations on the importation of types of textile goods from abroad. pp. 10479-80
10. VEGETABLES. Sen. Yarborough commended the 1959 Senate salad, which included shrimp, escarole, and green onions from Texas, and concluded that "Texas farmers and fishermen produce virtually every ingredient for delicious salad." p. 10483
11. PERSONNEL ETHICS. Sen. Morse inserted an editorial, "On Setting An Example," and discussed the ethics of the administration. pp. 10483-5
12. RECLAMATION. Both Houses received from the Interior Department notice that an adequate soil survey and land classification had been made of the Crooked River project, Ore., and that these lands may be irrigated. pp. 10429, 10536
Both Houses received reports from the Interior Department of two project proposals under the Small Reclamation Projects Act of 1956, in Geortetown, Calif., and East Nicolaus, Calif. pp. 10429, 10536

HOUSE

13. PERSONNEL. A subcommittee of the Post Office and Civil Service Committee ordered reported with amendment S. 385, to authorize the training of Federal employees at public or private facilities. p. D561
14. TRANSPORTATION. The Interstate and Foreign Commerce Committee reported with amendment H. R. 12832, to amend the Interstate Commerce Act so as to strengthen and improve the national transportation system (H. Rept. 1922). p. 10537
A subcommittee of the Interstate and Foreign Commerce Committee ordered reported with amendment H. R. 8742, to provide a 2-year statute of limitations on actions involving transportation of property and passengers of the U. S. Government. p. D561
15. FEDERAL-STATE RELATIONS. The Rules Committee reported a resolution for consideration of H. R. 3, to establish rules of interpretation governing questions of the effect of acts of Congress on State laws. p. 10537
16. SURPLUS PROPERTY. The Government Operations Committee reported with amendment S. 2752, to modify procedures for submitting proposed surplus property disposals to the Attorney General (H. Rept. 1920). p. 10537

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(For Department Staff Only)

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85th-2d, No. 101

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HIGHLIGHTS: House committee reported omnibus farm bill. House committee ordered reported bill to authorize training for Federal employees at outside facilities.

HOUSE

1. FARM PROGRAM. The Agriculture Committee reported without amendment H. R. 12954, the omnibus farm bill. See Digest 99 for a summary of this bill. (H. Rept 1939). p. 10679
2. PERSONNEL. The Post Office and Civil Service Committee ordered reported with amendment S. 385, to authorize the training of Federal employees at public or private facilities. p. D567
3. WEATHER CONTROL. Passed as reported S. 86, to provide a weather modification research program under the direction of the National Science Foundation. pp. 10648-649, 10665-670
4. ROADS. The Public Works Committee reported without amendment H. R. 12776, to revise and codify title 23 of the U. S. Code, entitled "Highways" (H. Rept. 1938). p. 10679
5. MINERAL LEASES. The Interior and Insular Affairs Committee reported with amendment S. 2069, to amend the Mineral Leasing Act so as to promote the development of coal on the public domain (H. Rept. 1936). p. 10679

6. CHEMICAL ADDITIVES. The Interstate and Foreign Commerce Committee ordered / without amendment H. R. 9521, to amend the Federal Food, Drug, and Cosmetic Act so as to revise the definition of the term "chemical additive" to provide that it shall not include any pesticide chemicals when used in or on any raw agricultural commodity which is produced from the soil. p. D567
7. APPROPRIATIONS. Passed with amendments, 361 to 18, H. R. 12858, making appropriations for civil functions administered by the Army, Interior, and TVA (includes appropriations for the Bureau of Reclamation, Bonneville Power Administration, Southeastern Power Administration and Southwestern Power Administration). pp. 10634-647
8. FOREIGN AID. Consent was granted until Friday night, June 20, for conferees to file a report on H. R. 12181, the mutual security authorization bill. p. 10673
9. WATERMELONS. Rep. Matthews expressed concern at the high retail price of watermelons, stating that they are retailing in D. C. at 5 cents a pound whereas the farmers in his district receive only one-fourth cent to one cent a pound. p. 10672
10. RESEARCH. Received from the National Science Foundation a proposed bill "to authorize the expenditure of funds through grants for support of scientific research and for other purposes"; to Interstate and Foreign Commerce Committee. p. 10679
11. LEGISLATIVE PROGRAM. Rep. McCormack announced that the conference report on H. R. 12181, the mutual security authorization bill, will be considered Tues., June 24, followed later in the week by H. R. 12954, the omnibus farm bill, if a rule is granted on it, and H. R. 4504, to improve marketing facilities for perishable commodities. p. 10654
12. ADJOURNED until Mon., June 23. p. 10679

SENATE

13. TAXATION. Continued debate on H. R. 12695, to extend for 1 year the corporate normal-tax rate and certain excise-tax rates. (pp. 10563-8, 10578-619). Agreed to, 59-25, an amendment by Sen. Smathers to repeal the transportation tax (pp. 10586-605).
14. FOREIGN AID. The Banking and Currency Committee ordered reported with amendment S. Res. 264, to establish an International Development Association in cooperation with the International Bank for Reconstruction and Development. p. D565
15. HOUSING. Sen. Sparkman reported for the Banking and Currency Committee an original bill without amendment S. 4035, the Housing Act of 1958. He stated that the bill would extend the program for farm housing research for 3 years, and authorize appropriations for each of the 3 years of \$100,000. pp. 10621-624 (S. Rept. 1732).
Sen. Capehart submitted amendments he intends to propose to S. 4035, and a statement in explanation of the effects of the amendments. pp. 10625-631
16. FLOOD CONTROL. Conferees were appointed on S. 3910, the rivers and harbors and flood control authorization bill. House conferees have not yet been appointed. pp. 10571-578

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(For Department Staff Only)

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HIGHLIGHTS: Senate committee agreed to report original farm bill. Sen. Stennis opposed reductions in cotton acreage allotments. Rep. Johnson explained proposed self-help dairy stabilization program. Mutual security authorization bill returned to conference. House committee reported bill to authorize training of Federal employees at outside facilities. Sen. Humphrey introduced and discussed measure to extend special milk program for 60 days.

HOUSE

- 1. APPROPRIATIONS.** Received the conference report on H. R. 12428, the State-Justice and related agencies appropriation bill for 1959 (H. Rept. 1980). pp. 10928-929
Conferees were granted until midnight June 24, to file a report on H. R. 11574, the independent offices appropriation bill for 1959. p. 10919
Passed with amendment H. R. 13066, the legislative branch appropriation bill for 1959. pp. 10919-928
Reps. Bow and Passman charged that there "is a growing tendency of other branches of government, particularly the executive branch of the Government in its attempt to pressure the Congress of the United States in its decisions," particularly with regard to appropriations. pp. 10921-922
- 2. PERSONNEL.** The Post Office and Civil Service Committee reported with amendments S. 385, to authorize the training of Federal employees at public or private facilities (H. Rept. 1951). p. 10993

Rep. Porter stated that ICA has followed a policy of "making employment contingent on political clearance," but he has been assured that employment "is based on individual qualification and merit," and inserted numerous articles and letters discussing the matter. pp. 10976-982

3. FOREIGN AID. At the request of Rep. Morgan the conference report on H. R. 12181, the mutual security authorization bill, was returned to conference, with permission until midnight Wed., June 25, to file a new conference report on the bill. p. 10976
4. PUBLIC WORKS. Received the conference report on S. 3910, the rivers and harbors, and flood control authorization bill (H. Rept. 1982). pp. 10934-943
5. ELECTRIFICATION. The Joint Committee on Atomic Energy ordered reported clean bills in lieu of S. 3788 and H. R. 12459, authorizing appropriations for certain Atomic Energy Commission activities including the cooperative power reactor demonstration program. p. D587
6. DAIRY PROGRAM. Rep. Johnson urged support for the proposed self-help dairy stabilization program contained in the omnibus farm bill, H. R. 12954, and inserted a statement of questions and answers he had prepared explaining the proposed program. pp. 10972-974
7. FOREIGN TRADE; SURPLUS COMMODITIES. Rep. Reuss discussed the effects of the Public Law 480 program on other countries, stated that "other friendly countries -- including some of the best friends that we have -- have been turned away from us by the way the act has been administered," and inserted statements of the reactions of other countries toward the program. pp. 10974-976
8. TRANSPORTATION TAXES. Several Representatives urged adoption of a Senate amendment to H. R. 12695, the excise-tax rate extension bill, which would repeal the tax on transportation. pp. 10917, 10971, 10972
9. CIVIL DEFENSE. The Armed Services Committee reported without amendment H. R. 12827, to extend certain emergency powers of the FCDA until June 30, 1962 (H. Rept. 1956). p. 10993
10. MILITARY CONSTRUCTION. The Armed Services Committee reported with amendment H. R. 13015, to authorize construction at military installations (H. Rept. 1957). p. 10993

SENATE

11. FARM PROGRAM. The Agriculture and Forestry Committee agreed to report an original farm bill, "containing: (1) alternative price support programs for cotton, (2) minimum acreage and discretionary price supports between 75 percent and 90 percent for rice, and (3) price supports for corn at 90 percent of the average price for the three preceding calendar years, with no production controls." p. D583
12. COTTON ACREAGE. Sen. Stennis spoke against further reductions in acreage allotments for cotton, and urged that each cotton farmer be assured of the same acreage in 1959 as in 1958, and that future increases in allotments be distributed "equally" among producers. He indicated his willingness to agree to reduced price supports, and urged that a group of Congressmen talk to the President about this matter. Sen. Yarborough concurred. pp. 10853-5

INCREASING EFFICIENCY AND ECONOMY IN THE GOVERNMENT
BY PROVIDING FOR TRAINING PROGRAMS FOR CIVILIAN OFFI-
CERS AND EMPLOYEES OF THE GOVERNMENT WITH RESPECT
TO THE PERFORMANCE OF OFFICIAL DUTIES

JUNE 24, 1958.—Committed to the Committee of the Whole House on the State
of the Union and ordered to be printed

Mr. HEMPHILL, from the Committee on Post Office and Civil Service,
submitted the following

R E P O R T

[To accompany S. 385]

The Committee on Post Office and Civil Service, to whom was referred the bill (S. 385) to authorize the training of Federal employees at public or private facilities, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows:

AMENDMENTS

The committee made two amendments to S. 385, as passed the Senate; an amendment to the text and an amendment to the title.

The amendment proposed by the committee to the text of the bill strikes out all after the enacting clause and inserts in lieu thereof a substitute text which appears in the reported bill in italic type.

The amendment proposed by the committee to the title of the bill is as follows:

Amend the title so as to read:

AN ACT To increase efficiency and economy in the Government by providing for training programs for civilian officers and employees of the Government with respect to the performance of official duties.

PURPOSES OF AMENDMENTS

The purposes of the proposed amendment to the text of the bill are—

(1) to establish a clear and positive congressional policy for the promotion of efficiency and economy in all Government activities by providing for the training of Government employees to perform official duties more effectively;

(2) to provide guidelines, and designate the United States Civil Service Commission as the central point of responsibility and accountability, to insure that such congressional policy is carried out; and

(3) to require that expenditures for the training of employees are made from available funds, without additional appropriations, to the maximum practicable extent.

The purposes and effect of the proposed amendment to the text of the bill are discussed more fully in the section-by-section analysis of the bill, as reported by the committee.

The purpose of the proposed amendment to the title of the bill is to indicate more precisely the intent, scope, and coverage of the bill as reported.

COST

The Director of the Bureau of the Budget informed the committee that estimated additional expenditures resulting from the enactment of the bill as reported will not exceed \$1 million annually, that so far as practicable such additional expenditures will be absorbed within available funds, and that savings to the Government derived from improved employee training authorized by the bill will be many times greater than the amount of such additional expenditures.

ADMINISTRATIVE RECOMMENDATIONS

The Bureau of the Budget, the Civil Service Commission, and the General Accounting Office have approved the bill as reported, have urged early enactment thereof, and are in full agreement that the bill will provide the means for substantial improvements in efficiency and economy in Government activities. The reported bill contains amendments proposed by the Bureau of the Budget relating to the overall supervision and control by the President of training activities, methods and types of intradepartment training, contributions and awards by nonprofit institutions furnishing training, expenses of attendance at meetings, and several minor technical points.

STATEMENT

NEED FOR THIS LEGISLATION

The committee's proposal to provide for training of employees on a governmentwide basis is based solely upon considerations of strengthening and improving the performance of essential Government functions. The bill will provide an effective new management tool to accomplish this objective. Early approval of the legislation is imperative to the full implementation of current legislation under which a new Space Agency is to be established to assure American leadership in the development and production of devices needed for space

exploration as well as of missiles and other modern defense materiel. This legislation constitutes an immediate and important step toward acceleration of the space and missile program by providing for advanced training of scientists, mathematicians, engineers, and technical personnel who will constitute a reservoir of qualified personnel which can be drawn on as needed in the new space program.

The committee recommendation, as contained in the reported bill, rests upon the axiom that better employee training means better employee performance, and better employee performance means more successful and productive Federal programs. The paramount consideration, of course, is strengthening the operation of essential Government programs. There is to be no inference, however, that in recommending improved training to accomplish this purpose the matter of cost is overlooked. Improved performance and productivity will result, in turn, in substantial savings to the taxpayers. Accordingly, the reported bill authorizes training programs to achieve the primary objective, coupled with appropriate safeguards and controls relating to the cost and the conduct of such programs.

The committee held complete hearings to supplement its studies of Government training needs extending over the past several years. Every witness at the hearings confirmed the findings, developed in the earlier committee studies, that there are serious deficiencies in the existing authorities to train Government personnel—deficiencies largely due to the lack of a comprehensive, governmentwide policy laid down by the Congress. The Government lags far behind private enterprise in the training of its employees. The United States is not developing and utilizing the full potential of personnel who bear the responsibility for the success of Government programs. Experience in private industry demonstrates overwhelmingly the value of superior training of employees and the benefits that will accrue from dynamic training programs designed to meet the tremendous competitive pressures and demands which prevail in both private business and public affairs.

One of the most serious problems caused by the lack of a sound Government employee training program relates to the recruiting and retaining of scientific, engineering, professional, and technical skills for space research and development and for the national defense. Opportunity to continue and broaden knowledge and qualification, not only is in the public interest but, also, constitutes one of the major objectives of scientific and professional personnel. Shortcomings in the Government's training policies have impeded progress by the Government in these endeavors by destroying one of the finest possible incentives for outstanding scientists and professional people to devote their careers to the public service. This legislation will remove this impediment, restore incentive, and bring a desirable measure of prestige to scientific and professional assignments under essential Government programs. This legislation will enable the Government to develop the full potential of present employees and will materially aid in the recruitment and retention of high-caliber personnel.

SCOPE OF REPORTED BILL

The broad general effect of the reported bill is (1) to provide for the training of Government employees both within and outside of the

Government where such training is in the public interest, (2) to offer incentives which will facilitate the recruitment and retention of qualified employees, (3) to stimulate and encourage employee self-education and self-development directed toward a higher level of performance, (4) to provide a necessary measure to administrative authority and discretion for the conduct of effective training programs, (5) to establish a central point of responsibility and accountability (in the Civil Service Commission) for the promotion and coordination of effective training programs in accordance with this bill, and (6) to provide for appropriate supervision by the President and review by the Congress of all training activities.

Basic and general legislative authority is provided for interdepartment, intradepartment, and outservice training (that is, training in non-Government facilities) of Government employees when such training will promote efficiency, economy, and better service.

Government payment of the expenses of such training is authorized, with special controls on expenditures for outservice training.

This training authority is granted to all departments and agencies in the executive branch (with several necessary exceptions), the General Accounting Office, the Library of Congress, the Government Printing Office, and the District of Columbia government.

The President is authorized to exempt any department or agency (or any part thereof) or employees from any or all provisions of the bill where he deems such exemption appropriate, but he may not extend its coverage. This authority does not extend to the relieving of the Civil Service Commission of any function, responsibility, or duty imposed on the Commission by the bill other than its responsibility for the training of its own employees.

Each department and agency is directed to (1) review its training needs within 90 days after enactment and at least every 3 years thereafter, (2) establish and maintain training programs to meet those needs, (3) operate these programs in accordance with law and regulations, (4) utilize its own resources, and other available Government resources, so far as practicable, and (5) encourage and recognize employee self-training and self-development.

General responsibility for coordinating training programs and assisting the departments and agencies is imposed on the Civil Service Commission, subject to supervision and control of the President and review by the Congress. The Commission is directed to (1) promote, coordinate, and assist in department and agency training programs; (2) issue necessary standards and regulations after consultation with the departments and agencies as to their needs; (3) review department and agency training programs and activities and report thereon to the President and the Congress; and (4) enforce compliance with the law, regulations, and standards governing outservice training. It should be noted that a number of matters to be covered by the Civil Service Commission regulations are spelled out in the bill.

The bill consolidates into one comprehensive law most of the special training authorities now in existence. It makes unnecessary, and will repeal, existing legislation which now authorizes eight agencies to provide outservice training of employees. (See section-by-section analysis, p. 17.) Also, it eliminates any need for yearly reenactment of outservice training authority presently granted five departments or agencies and the District of Columbia government through appro-

priation language. It will eliminate the need for additional special legislation now being sought by other departments and agencies. (See appendix.)

The reported bill does not apply to the Foreign Service in the Department of State or to members of the uniformed services, which are within the jurisdiction of other committees, or to the President, the Vice President, persons appointed by the President (unless specifically designated by him), the Tennessee Valley Authority, and certain corporations supervised by the Farm Credit Administration.

LIMITATIONS AND CONTROLS ON TRAINING ACTIVITIES

The bill provides an appropriate measure of legislative controls on outservice training, including provisions to the following effect:

1. Every trainee must agree, in advance, to remain with his agency for at least three times the length of his training period or repay the training costs;
2. An employee with less than 1 year of continuous service may not be assigned to outservice training;
3. An employee may not receive more than 1 year of outservice training per 10 years of total service;
4. Outservice training time by each department or agency may not exceed 1 percent of its authorized personnel strength;
5. Outservice training may not be authorized for the sole purpose of an individual obtaining an academic degree; and
6. No department or agency may authorize outservice training by an institution or individual advocating overthrow of our Government by force or violence or by an individual found to be of doubtful loyalty.

Particular attention is directed to certain additional limitations contained in this legislation. Paragraphs (2) and (3) of section 6 (b) will permit the assignment of an employee to training outside of the Government only after the department head has determined that adequate training is not available within the Government. These provisions also prohibit such outside training for the purpose of filling a position by promotion if there is in the department an employee qualified to fill such position.

Section 15 requires the Civil Service Commission to conduct a continuous review of training activities to assure that such activities are in compliance with the law and regulations. If noncompliance is found, the Commission will certify to the department head its recommendations for corrective action. If, after allowing a reasonable time for placing such recommendations in effect, the Commission finds that noncompliance continues, it will report such noncompliance to the President for appropriate action.

Subsection (a) of section 18 requires each department to submit to the Civil Service Commission reports of its training activities, including names of employees receiving over 120 days' training a year and additional detailed information on such training. Subsection (b) requires the Commission to include in each of its annual reports a statement with respect to the training of employees under this legislation, including a summary of information relating to departmental training operations and such other matters as are appropriate. Subsection (c) requires the Commission annually to report the information

submitted by the departments with respect to employees who have received more than 120 days of outservice training in a year

In connection with such reporting provisions, it is the intent of the committee that the Civil Service Commission include in its reports to be transmitted to the Congress under this legislation information with respect to each employee who, in accordance with the requirements of section 11 (a), before being assigned to outservice training agrees to render service to the Government for a specified time after completing such training or repay the cost of the training but who voluntarily fails or refuses to complete the agreed period of service.

Section 23 of the reported bill contains provisions for the absorption of costs of this training program within funds available to the departments and agencies. These are to have substantially the same effect as the provisions for absorption of costs contained in the recently enacted Federal Employees Salary Increase Act of 1958 (Public Law 85-462).

The foregoing are the major limitations and controls which will assure effective and economical training operations.

GENERAL

Section 19 of the reported bill contains provisions carrying out joint recommendations of the General Accounting Office, the Bureau of the Budget, and the Civil Service Commission with respect to contributions and awards incident to training in non-Government facilities and payments for travel and subsistence expenses incident to attendance at meetings which may be accepted by Government employees. To the extent authorized by Presidential regulations, such contributions and awards and such payments may be accepted from nonprofit educational and similar organizations which meet the standards specified for tax exemption of such organizations in section 501 (c) (3) of the Internal Revenue Code of 1954. Regular travel expense appropriations are made available for travel and subsistence expenses of authorized attendance of employees at meetings concerned with the functions for which the appropriations are made. (Sec. 10 of the bill contains provisions to the same effect with respect to travel and subsistence expenses of an employee who receives outside training.) To the extent that travel, subsistence, and other expenses of an employee incident to outservice training or attendance at a meeting are covered by any contribution, award, or payment made by other than the Government, appropriated funds may not be used to pay such costs. This section also provides that the bill does not authorize any employee to be trained by any facility or organization which has as a substantial part of its activities the carrying on of propaganda, or otherwise attempting, to influence legislation or the participation or intervention in any political campaign. The reports submitted under the reporting provisions of the bill must include information on an annual basis with respect to contributions, awards, and payments accepted under section 19 of the bill.

EXPENDITURES FOR TRAINING ACTIVITIES

The committee thoroughly investigated the matter of additional expenditures which might result from approval of this legislation.

The committee emphasizes that enactment of this legislation will not result in the creation of any new board, commission, bureau, or similar authority to carry out its provisions and that the central point of responsibility and accountability shall be the Civil Service Commission—subject to the usual supervision and control by the Chief Executive and review by the Congress.

The committee obtained a commitment from the Director of the Bureau of the Budget and from the witnesses for the Civil Service Commission that the training programs authorized by this legislation will be established and maintained within the limits of regular appropriations or other available funds, to the maximum practicable extent, and that the assignment of additional personnel for this purpose would be kept at a minimum. The following is a pertinent excerpt from the hearings:

Mr. HEMPHILL. Thank you, Mr. Stans.

* * * Did I understand your testimony to be that you think the cost would be absorbed without additional appropriations?

Mr. STANS. I think the costs should be absorbed without additional appropriations.

I recognize that there is always a time lapse between training somebody and getting the benefits of the training, but in most of the organizations the amounts involved in the first year's training should be so small relatively that they should be absorbed.

I would not propose that there be any separate appropriations or additional funds for the purpose of this program.

Mr. HEMPHILL. In other words, if we pass legislation of this nature it would not be your recommendation—and certainly would not be with your approval—that any agency or the Civil Service Commission go to the Appropriations Committee for additional funds next year or in succeeding years?

Mr. STANS. That is my point of view; yes, sir.

It was stated, for example, that the Civil Service Commission anticipated the assignment of its functions and responsibilities to an existing organizational unit with the addition of only two employees. These and similar commitments, together with the carefully worked out limitations, controls, and guidelines in the reported bill, amply guarantee that there will be comparatively little additional direct cost to the Government and that the improved training resulting from this legislation will bring savings to the Government many times greater than any such cost.

The Director of the Bureau of the Budget also indicated that, as a general policy, the Bureau will not approve any new budget request for training authority to be included in appropriation acts in any year after the year in which this bill is enacted. This is in accordance with the purpose and intent of the bill and the policy of the committee.

The matter of cost was given primary consideration throughout the committee deliberations in recognition of the importance of preventing in advance any mushrooming of costs or expansion of payrolls whenever approving a new program—a matter in which the Congress always is directly concerned.

REPORTS OF EXECUTIVE AGENCIES

Reports submitted by several departments and agencies with respect to training legislation follow:

Subsequent to receipt of the following reports, the Director of the Bureau of the Budget and representatives of the United States Civil Service Commission and the General Accounting Office approved the reported bill.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D. C., August 14, 1957.

HON. TOM MURRAY,
*Chairman, Committee on Post Office and Civil Service,
House of Representatives.*

MY DEAR MR. CHAIRMAN: This is in response to your requests for the views of the Bureau of the Budget on H. R. 1989 and H. R. 6001. The basic purpose of both of these bills is to increase efficiency and economy in the Federal Government by providing needed authority for employee training programs.

The Bureau of the Budget believes that general legislation authorizing intra-agency, interagency, and outservice training would contribute substantially to improved efficiency in governmental operations. Those departments and agencies having this type of authority in appropriation or other acts report such results. Other agencies have reported a need for such authority in their efforts to obtain more effective and efficient operations. However, we do not believe that the limitations which would be placed on such a general training authority by H. R. 1989 or H. R. 6001, or the detailed Civil Service Commission control of agency training plans or activities which would be provided in those measures, would be desirable.

The President should be fully accountable for the general management of the executive branch of the Government. Each department head, in turn, must be fully responsible to the President for the proper management of his agency. In connection with training, as well as in other areas of general management, issuance of regulations by an independent agency under direct authority from the Congress would mean that the President's and the department heads' general management accountability would be limited.

We do believe that agency training activities should be subject to detailed restrictions incorporated in authorizing legislation or to detailed control or restrictions in rules issued by the Civil Service Commission. Decisions as to the general needs of an agency for specialized training, and such decisions with respect to any individual employee, are a function of agency management. Such decisions should be made in accordance with guides and limitations established by the President in the normal process of Presidential staff work.

You have also requested the views of the Bureau of the Budget with regard to S. 385, also presently under consideration by your committee. S. 385 would provide the needed basic training authorization in the manner we consider most appropriate. It would place in the President executive responsibility for employee training. Regulations for administration of the act would be issued under

authority of the President. The President would report annually to Congress on operations under authority of the act. S. 385, with certain perfecting amendments recommended by the Civil Service Commission in its report on that measure, would provide appropriate executive branch employee training authority. We recommend enactment of that measure.

Enactment of either H. R. 1989 or H. R. 6001 would not be in accord with the program of the President.

Sincerely yours,

PERCIVAL BRUNDAGE, *Director.*

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D. C., August 14, 1957.

HON. TOM MURRAY,
*Chairman, Committee on Post Office and Civil Service,
House of Representatives.*

MY DEAR MR. CHAIRMAN: This is in response to your request for the views of the Bureau of the Budget with respect to S. 385, a bill to authorize the training of Federal employees at public or private facilities, and for other purposes.

The Bureau of the Budget believes that general legislation enabling the President to authorize the heads of Federal agencies to provide employee training is urgently needed. It would contribute substantially to improved efficiency in governmental operations. Agencies having such authority in appropriation or other acts report such results. Other agencies report an urgent need for such authority to obtain more effective and efficient operations.

Responsibility for training employees is an essential part of management's responsibility for carrying out the functions of an agency as effectively as it can. Those who are responsible for the successful accomplishment of the work of an agency are naturally also responsible for maintaining the effectiveness of the personnel who do the work, and for the development of the competence needed for the successful accomplishment of the agency's functions. Within the limits of suitable, established policy, management should be authorized to provide whatever training is needed to achieve agency objectives.

S. 385 would provide the needed basic training authorization in the manner we consider most appropriate. The President could authorize agency heads to provide employee training in accordance with such guides or limitations as he might prescribe. Decisions as to the particular training needs of the agency, or of individual employees, would be made by agency management in accordance with those policies.

We strongly support enactment of S. 385 with the perfecting amendments recommended by the Civil Service Commission in its report to your committee on the measure. We are authorized to inform you that enactment of S. 385, amended in that manner, would be in accord with the program of the President.

Sincerely yours,

PERCIVAL BRUNDAGE, *Director.*

UNITED STATES CIVIL SERVICE COMMISSION,
Washington, D. C., August 14, 1957.

HON. TOM MURRAY,
*Chairman, Committee on Post Office and Civil Service,
House of Representatives, United States Congress.*

DEAR MR. MURRAY: This letter is in further reply to your requests for our comments on S. 385 (Johnston and Neuberger), H. R. 6001 (Rees), and H. R. 1989 (St. George), all of which are employee training bills.

Each of these bills would authorize training of Federal employees within their own agencies, in other Government agencies, and in non-Federal facilities when justified by agency program needs. Each would consolidate into one basic, enabling act many of the 20 separate existing training laws—each one different from all the others. Each would eliminate the need for additional training laws, and each would make possible more effective surveillance of outside training. Each provides for reports to the President and the Congress. All are designed to achieve the same basic objective: strengthening employee training programs in order to build a better public service. There are, however, these major differences:

(1) H. R. 6001 and 1989 authorize heads of departments and agencies, subject to Civil Service Commission regulations, to establish, operate, and maintain programs and plans for training their employees in governmental and nongovernmental facilities. S. 385 authorizes them to train their employees in governmental facilities and enables the President, subject to such regulations as he may prescribe, to authorize them to obtain training for their employees in nongovernmental facilities.

(2) H. R. 6001 and 1989 write specific controls into law; S. 385 would leave most of these controls to Presidential regulations.

(3) H. R. 1989 provides for advance Commission approval of agency training plans, including plans for in-service training. Advance approval is not generally required by the other two bills.

We believe that S. 385, an administration measure already passed with amendments by the Senate, is preferable to the others from the standpoint of both principle and practice. It would accomplish the desired objectives with a minimum of delay, paperwork, and expense. It has much greater flexibility and simplicity, and we believe that it would provide all the safeguards necessary to protect the Government's interests. If it is passed, as we strongly recommend that it be, we suggest that the following changes be made in it:

(1) Substitute "involuntarily" for "voluntarily" in lines 2 and 3, page 4. We believe that the present language is the result of a printing error, as we understood that the intent was to waive reimbursement of training expenses in the case of trainees involuntarily separated.

(2) Add, immediately after the word "amended" on line 3, page 3, the following: "Provided, That the term 'employee' shall include commissioned officers of the Coast and Geodetic Survey."

The purpose of this suggested addition is to provide authority which may not otherwise be available for the training of commissioned officers of the Coast and Geodetic Survey, Department of Commerce. We are

informing the Committee on Interstate and Foreign Commerce, in a separate report on H. R. 6247, that we believe training authority for the Department of Commerce, including Coast and Geodetic Survey officers, is needed but that we much prefer general legislation. This suggested amendment will, if S. 385 passes, remove the need for special legislation such as that proposed in H. R. 6247.

(3) Revise the reporting requirement, section 10, page 6, to read: "The head of each agency which provides training in non-Federal facilities for any of its employees shall report annually to the Congress the number of employees receiving such training during the period covered by the report and the nature, length, and cost of such training."

The effect of this suggested revision would be to eliminate necessity for reporting the names of individual trainees and, for each, the length of his total Government service; the grade, title, and primary functions of his position; the length of his service in that particular position; the relationship of the training to that position; and the name of the training facility. Each of the military departments trains several thousand employees a year in short (3 days to 2 weeks) technical courses, and reporting of all such specific, individualized information as now called for by S. 385 would, we believe, be unjustifiably burdensome and expensive.

It would also be possible, since the bill as now worded specifically authorizes inservice training, to repeal the whole of the existing authority for training of Veterans' Administration employees other than those of the Department of Medicine and Surgery. This could be accomplished by rewording section 9 (f), pages 5 and 6, as shown in the enclosed copy of the bill on which all the suggested changes have been typed in for ease of reference.

The many detailed controls which H. R. 6001 and H. R. 1989 write into law would inevitably complicate operations and make administration of training more cumbersome than it need be. While we appreciate that these controls are intended to safeguard the Government's interests, we believe that they are far more complicated than required to accomplish that objective. The bills' length, their specificity, and their many cross-references and exceptions make it difficult to determine accurately and surely what they do and do not authorize, and under what conditions. It would not be possible to administer training with the ease, economy, and effectiveness possible under broader, general legislation. For these reasons, we do not favor their enactment.

We hope very much that the Congress will take early and favorable action on employee training legislation. Our need for such legislation is very great, and the lack of general authority is forcing more and more agencies to seek special authority, thus aggravating already existing inconsistencies and inequities.

We are advised that the Budget Bureau has no objection to the submission of this report.

By direction of the Commission.

Sincerely yours,

HARRIS ELLSWORTH, *Chairman.*

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, May 2, 1957.

Mr. TOM MURRAY,
*Chairman, Committee on Post Office and Civil Service,
House of Representatives.*

DEAR MR. CHAIRMAN: Your letters of April 17, 1957, acknowledged April 18, request our report on S. 385 and H. R. 6001, respectively, both of which would authorize the training of Federal civilian employees at public or private facilities.

We concur in the general objectives of the two bills. Statutory authorization for civilian employee training is considered desirable for two reasons. In the first place, it would provide a statutory basis for the furnishing of needed training to civilian employees of the Government; secondly, it would establish standards and conditions under which the Congress approves of civilian employee training at Government expense. This is particularly important where the training is furnished by or through private facilities.

In general, we prefer the language of H. R. 6001 to that of S. 385 since the House bill sets forth in greater detail the intention of Congress concerning the conditions and limitations under which training at Government expense would be authorized. The remainder of our comments, therefore, will be limited to a discussion of H. R. 6001.

We are somewhat concerned over the extent to which the Civil Service Commission might regulate in connection with wholly intradepartmental training programs. While we agree that the Commission should have general regulatory authority concerning the act, in our opinion it should be precluded from regulating with respect to the type, character, and details of wholly intradepartmental training. It is our view that each department is best able to determine its particular training needs, and, insofar as wholly intradepartmental training programs are concerned, is best able to determine how they should be conducted. We apprehend that placing on the Civil Service Commission the duty to prescribe or control the type or character of intradepartmental training programs, or to regulate the details of such programs, likely would create difficulties and delays in achieving the objectives of the bill. Accordingly, we suggest that consideration be given to amending section 6 by inclusion of additional language along the following lines: "Nothing contained in this section shall be construed to authorize the Civil Service Commission to prescribe the types and methods of intradepartmental training—other than to issue general rules requiring that the training be in fields reasonably associated with the work of the department—or to regulate the details of intradepartmental training programs. In these respects the Commission shall serve in an advisory capacity only."

In section 10, line 23, page 14, we recommend insertion of the words "and matriculation fees" immediately following the word "tuition." If this recommendation is adopted, an appropriate relettering of the expenses and costs enumerated in this section must be made.

Our decisions have held that the provisions in title 18, United States Code, section 1914, preclude the supplementing of an employee's compensation by contributions from private sources and that such restriction applies to amounts which might be payable under training

grants offered by foundations or other private sources. (See 35 Comp. Gen. 639; 36 id. 155.) In accordance with an informal request from the staff of the Senate Committee on Post Office and Civil Service for language which might exempt training grant contributions from the code restriction, we suggested the language presently appearing in section 8 of S. 385. Since title 18, United States Code, section 1914, is fundamentally a criminal statute and of interest primarily to the Department of Justice, we offer no recommendation as to the desirability of creating an exception in the case of training grants. We assume the Department of Justice would have some comment on this phase of the bill. However, should your committee desire to include such an exception in H. R. 6001, we consider that the language appearing in section 8 of S. 385 is sufficient to accomplish such purpose.

It occurs to us also that, in the event your committee may wish to include such an exception, you also might desire to impose some type of limitation on the amount an employee may receive concurrently from both the employing agency and private sources. For instance, it may be that you would wish to preclude an employee who is receiving a private grant for travel in an amount in excess of the maximum amount legally authorized to be paid by the employing agency for that purpose from receiving any travel reimbursement whatsoever from the employing agency. If such is the case, language in section 8 of S. 385 might be supplemented to read as follows and inserted in H. R. 6001: "To the extent authorized by regulations of the President under the authority of this act, contributions may be made by private sources and accepted by employees receiving training in non-Federal facilities without regard to the provisions of section 1914 of title 18 of the United States Code. The amounts payable by any department to an employee for any particular purpose incident to his receiving training in or through private facilities shall be reduced by the amount such employee receives from private sources under the authority of this section for the same purpose."

This language would permit an employee receiving training in or through a private facility to accept contributions from private sources with no monetary limitation upon the amount he could receive from such sources. The limitation in the language quoted would apply solely to amounts payable by the Government in cases where an employee receives a contribution from a private source. The words "for the same purpose" have been included in the suggested language to prevent the reduction of an employee's salary on account of contributions received for another purpose—traveling expenses, for instance.

Section 107 of the Independent Offices Appropriation Act, 1957 (70 Stat. 352), imposes a limitation on the number of employees that may be engaged in personnel work. It further specifies that employees who spend one-half or more of their time in personnel administration consisting of "training" must be included in this limitation. It may be that the limitation should be made less restrictive since enactment of general training legislation may require additional training personnel in the individual agencies.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the U. S.

GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE,
Washington, D. C., September 11, 1957.

Hon. TOM MURRAY,
*Chairman, Committee on Post Office and Civil Service,
House of Representatives.*

DEAR MR. CHAIRMAN: Reference is made to your request for comments on H. R. 6001, 85th Congress, a bill to increase efficiency and economy in the Government by providing for training programs for civilian officers and employees of the Government with respect to the performance of official duties.

The Department of Defense is in full agreement with the basic objectives of H. R. 6001. The Department of Defense for many years, under appropriation act authority, has conducted the training in government and non-government facilities that would be authorized by H. R. 6001. The present authority for such training in the Department of Defense is contained in section 603 of title VI, Public Law 639, 84th Congress.

The Department recognizes the value of extending the authority now existent in the Department of Defense to other Federal agencies which do not currently have authority to conduct training at non-governmental facilities. This type of training has proven to be extremely useful to the Department of Defense in economically meeting its needs for a wide range of skills.

While the objective of H. R. 6001 in recognizing the desirability of training Federal employees is sound, it is not considered necessary or desirable to enact into law the very detailed regulations contained in H. R. 6001. It is believed that such regulations as are necessary to govern the use of training should be issued administratively by the President. When changes or adjustments are found to be needed in such regulations, they can be made promptly by administrative action rather than by the more difficult process of legislative enactment.

In addition, in the administration of current widespread governmental training activities, questions of interpretation are bound to arise concerning the many detailed provisions of H. R. 6001. There is danger that overlegalistic interpretations of these provisions will build up over the years to impede department heads in carrying out their existing fundamental responsibility for the training of their own employees. Examples of some of the provisions of H. R. 6001 which might become the subject of rigid interpretations are sections 6 (b) (2) and 6 (b) (3). These sections provide for determination as to whether "adequate training for such employees by, in, or through a government facility is not reasonably available * * *" and for determination as to whether "another employee of equal ability and suitability who is fully qualified to fill such position is available at, or within a reasonable distance from, the place or places where the duties of such position are to be performed." Decisions on these matters currently are made as a regular administrative procedure, but the danger in placing detailed provisions of this type in law is that they will become the subject of a series of legal determinations within the Department, within the Civil Service Commission, and possibly by the Comptroller General and the courts.

Another example occurs in section 6 (a). This section states that—
"The Commission, after consideration of the needs and requirements of each department for training of its employees and after con-

sultation with those departments principally concerned, shall prescribe regulations containing the principles, standards, and related requirements for the programs, and plans thereunder, for the training of employees of *such department* under authority of this Act * * *." [Emphasis added.]

This language appears to mean that the Civil Service Commission would issue regulations on training for each department individually. It is believed that this is not a proper role for the Commission. Such governmentwide regulations as are issued should contain general standards and the detailed implementation of these standards should be the responsibility of each department head.

Section 12 (a) (3) would preclude programs of cooperative education as would lines 9-12 of section 13. These programs of alternating work and school assignments are currently of great value to the Department as a source of recruiting engineering and scientific talent. Under these programs, employee-students alternate periods of work and school leading to a degree. During the work periods the employee-students perform valuable subprofessional work in many shortage engineering and science occupations. After graduation, these cooperative students provide a valuable source to meet the Department's growing shortage of engineers and scientists.

In summary, while the Department of Defense endorses the basic objectives of H. R. 6001, it is believed that these objectives can be best obtained without the disadvantages that result from placing detailed administrative regulations in law.

It is considered that these objectives can be accomplished by substituting S. 385, 85th Congress, which has passed the Senate and is pending in your committee, for H. R. 6001 and by making two changes in S. 385, as follows:

1. Revise the reporting requirement in section 10 of S. 385 to provide for the reporting of the nature and total amount of training conducted in non-Federal facilities, rather than the reporting of individual cases. Based on fiscal year 1956 figures, expensive and voluminous annual descriptive reporting of the individual training arrangements made for each of over 21,000 employees in the Department of Defense would be necessary under section 10 of S. 385. In addition, this requirement would in a number of instances involve revelation of highly classified duties. Section 10 alone would involve a reporting expense for minor training activities of but a few days duration, or even for 1 day.

2. Change section 6 on the period of obligated service specified in the bill by adding after the word "including" on line 1, page 4, the phrase "as a minimum." This change would provide needed flexibility in establishing requirements for obligated service. It also is believed that the word "voluntarily" on line 2, page 4, is intended to be "involuntarily" since it is the employee who leaves of his own volition who should be liable for the expenses incurred in his training.

It is also noted that section 8 of S. 385 contains a very desirable provision not contained in H. R. 6001, in that it would permit Federal employees to participate in fellowships and similar programs sponsored by private sources.

Accordingly, the Department of Defense recommends that S. 385, with the modifications suggested above, be enacted in lieu of H. R. 6001.

The Bureau of the Budget has advised that there is no objection to the submission of this report to the Congress and that enactment of H. R. 6001 would not be in accord with the program of the President.

Sincerely yours,

ROBERT DECHERT.

OFFICE OF THE POSTMASTER GENERAL,
Washington, D. C., September 11, 1957.

HON. TOM MURRAY,
*Chairman, Committee on Post Office and Civil Service,
House of Representatives.*

DEAR MR. CHAIRMAN: Reference is made to your request for a report on H. R. 1989, a bill to provide for programs of inservice and outservice training for Government employees.

The Post Office Department has had training programs in effect for a number of years. Provision therefor is contained in the annual appropriation acts for the Post Office Department. Section 202 of the current appropriation act (Public Law 467, approved April 2, 1956; 70 Stat. 97) provides as follows:

"SEC. 202. During the current fiscal year, and under such regulations as may be prescribed by the Postmaster General, not to exceed an aggregate of \$100,000 shall be available from any funds available to the Post Office Department, as may be determined by him, for expenses necessary to enable the Department to participate in Federal or non-Federal training programs and for necessary expenses of training officers and employees (both departmental and field postal services) in such subjects or courses of instruction in either Federal or non-Federal facilities as will contribute to the improved performance of their official duties: *Provided*, That not more than forty-five of such officers and employees may participate in any training program in a non-Federal facility which is of more than ninety days duration."

A similar provision is contained in H. R. 4897 as passed by Congress on May 13, 1957.

Subject to departmental policy the administration of the training program has been decentralized to the regional management offices. Competent training staffs are located in the regional organizations. Training at the installation level is coordinated by the regions which, in turn, report functionally to the Department. Determination of needs, scope, and conduct of programs; the selection and assignment for training and utilization of employees who have undergone training; and the evaluation of results are all basic considerations which this Department has met in the development of its program. The program is consistent with the philosophy of administration currently practiced in the postal establishment—that of maximum decentralization of authority to operate.

The Post Office Department is opposed to H. R. 1989.

The legislation would superimpose unnecessary controls, established by the Civil Service Commission, on the training program of the postal service. Administrative authority properly vested in the Postmaster General to maintain a full, competent work force would be subject to the approval of an outside agency. The administrative requirements made mandatory by this legislation would increase the costs without a corresponding increase in training effectiveness.

The Post Office Department should be specifically exempted from enactment of any legislation of this nature.

It is estimated that the cost to the Department, resulting from the enactment of H. R. 1989, would be about \$420,000 for the first year and that this cost would reach a level of \$500,000 thereafter.

The Bureau of the Budget has advised that there would be no objection to the submission of this report to the committee.

Sincerely yours,

MAURICE H. STANS,
Acting Postmaster General.

SECTION-BY-SECTION ANALYSIS OF REPORTED BILL

SHORT TITLE

Section 1 provides that the proposed law will have a short title—the “Government Employees Training Act.”

DECLARATION OF POLICY

Section 2 sets forth four major elements of congressional policy on training matters as a guide for operations under the proposed law:

Training of Government civilian employees.—In section 2 (1) it is declared to be the policy of the Congress that employee self-improvement efforts shall be supplemented by Government-sponsored training in the performance of official duties and in the development of skills, knowledge, and abilities which will qualify employees to perform official duties.

Control by the President and review by the Congress.—In section 2 (2) it is declared to be the policy of the Congress that departmental training programs shall be continuous in peacetime and expansible in national emergencies and, at all times, shall be subject to supervision and control by the President and review by the Congress.

Promotion of economy and efficiency.—In section 2 (3) it is declared to be the policy of the Congress that such training programs shall be designed to result in certain specified attainments, for example, improved public service, dollar savings, and fair and equitable treatment of Government employees.

Authority of Civil Service Commission subject to supervision and control by the President.—Paragraph (4) of section 2 provides that it is the policy of the Congress that the United States Civil Service Commission shall be responsible and have authority, subject to supervision and control by the President, for the effective promotion and coordination of training programs of the departments and of training operations under such programs.

In connection with paragraph (4) of section 2, mention should be made of the following:

First, section 19 (e) of the bill provides that the functions, duties, and responsibilities assigned to the Commission by the bill shall be exercised subject to supervision and control by the President and review by the Congress.

Second, section 4 (b) of the bill provides, in effect, that the President may not transfer to another department or agency those functions, duties, and responsibilities, with respect to the overall promotion and coordination of training programs and operations, which are placed

upon the Commission by the bill nor may he remove such functions, duties, or responsibilities from the Commission.

In this bill, the Congress, in effect, has authorized the United States Civil Service Commission to perform, without prior approval of the President, the tasks assigned to the Commission by this bill, such as the issuance of regulations, the publication of standards, the review of departmental and agency programs, and the certification of noncompliance by departments and agencies. At the same time, the bill retains in the President his traditional authority and responsibility with respect to the Civil Service Commission and other departments and agencies covered by the bill by providing specifically that training matters both in the Commission and in other departments and agencies covered by this bill shall be subject to supervision and control by the President.

DEFINITIONS

Section 3 contains definitions of certain terms for purposes of the bill.

Section 3 (1) defines "Government" as the Government of the United States and the municipal government of the District of Columbia.

Section 3 (2) defines "department" (subject to the exceptions listed in sec. 4) as each department, independent establishment, and agency in the executive branch of the Government, each Government-owned or controlled corporation subject to title I or title II of the Government Corporation Control Act, the General Accounting Office, the Library of Congress, the Government Printing Office, and the municipal government of the District of Columbia.

It may be noted that the terms "Government" and "department" each are defined specifically to include the municipal government of the District of Columbia in recognition of the fact that, in the operation of the provisions of the bill, the municipal government of the District of Columbia will be a "Government" for some purposes and a "department" for other purposes.

Section 3 (3) defines "employee" as any civilian officer or employee in or under a department (subject to the exceptions contained in sec. 4), including officers of the Coast and Geodetic Survey in the Department of Commerce.

Section 3 (4) defines "Commission" as the United States Civil Service Commission.

Section 3 (5) defines "training," in effect, as the process of providing for and making available to an employee, and placing or enrolling him in, a planned, prepared, and coordinated program or similar routine of instruction or education in fields which are or will be directly related to the performance by the employee of official duties for the Government in order to improve the caliber of his performance of those duties.

Section 3 (6) defines "Government facility" as any property owned or substantially controlled by the Government as well as the services of personnel of the Government, both civilian and military.

Section 3 (7) defines "nongovernment facility" as the following:

(1) The Government of any State, Territory, or possession of the United States, the government of the Commonwealth of Puerto Rico, and any interstate governmental organization, or any unit, subdivision, or instrumentality of any of the foregoing;

(2) Any foreign government or international organization, or instrumentality of either, designated by the President as eligible to provide training under this bill;

(3) Any medical, scientific, technical, educational, research, or professional institution, foundation, agency, or organization;

(4) Any business, commercial, or industrial firm, corporation, partnership, proprietorship, or any other organization; and

(5) Any individual not a civilian or military officer or employee of the United States Government or of the municipal government of the District of Columbia.

In addition, section 3 (7) provides that, for the purposes of furnishing training by, in, or through any of the above-listed facilities, the term "non-Government facility" also shall include the services and property of any such facilities furnishing such training.

EXCLUSIONS

Section 4 relates to exclusion of departments and employees from any or all of the provisions of the bill.

Section 4 (a) excludes specifically from the bill the following:

(1) The President of the United States;

(2) The Vice President of the United States;

(3) The Foreign Service of the United States under the Department of State;

(4) Any corporation under the supervision of the Farm Credit Administration, of which corporation any member of the board of directors is elected or appointed by private interests;

(5) The Tennessee Valley Authority;

(6) Any individual appointed by the President, by and with the advice and consent of the Senate or by the President alone, unless the President specifically designates such individual for training under the bill; and

(7) Any individual (except an officer of the Coast and Geodetic Survey in the Department of Commerce) who is a member of the uniformed services as defined in section 102 (a) of the Career Compensation Act of 1949, as amended (that is, any member of the Armed Forces of the United States), during any period in which he is receiving compensation under title II of such act.

Section 4 (b) (1) authorizes the President to exclude, in the public interest, any department or part of a department (including the Civil Service Commission), or any employee or employees (either individually or by groups or classes), from any or all of the provisions of the bill except section 21 (relating to the repeal and amendment of existing employee training laws), section 22 (relating to existing rights and obligations), and section 4 itself.

Section 4 (b) (2) is a specific provision to the effect that the President is authorized again to place any department or part thereof (including the Civil Service Commission); or employee or employees, so excepted, under the provisions of the bill.

In addition, section 4 (b) contains a provision which clarifies the nature, extent, and operation of this authority of the President by providing that section 4 (b) does not authorize the exception of the Civil Service Commission from the functions, duties, and responsibilities imposed upon the Commission by the bill for the promotion

of training in other departments and for the coordination of training programs, plans, and operations in such departments.

DEPARTMENTAL REVIEWS OF TRAINING NEEDS

Section 5 provides for a review by the head of each department of the needs and requirements of his department for the training of the employees thereof. It is required that such review be conducted and completed within 90 days after the date of enactment of the bill and at least once every 3 years after the close of the 90-day period. The Civil Service Commission is authorized in its discretion to assist any department in its review if the department requests such assistance. It is required that any information obtained or developed in any such review be made available to the Commission upon the request of the Commission.

TRAINING REGULATIONS OF COMMISSION

Section 6 (a) authorizes the Civil Service Commission, after consideration of the training needs and requirements of each department and after consultation with the departments principally concerned, to prescribe regulations containing principles, standards, and related requirements for departmental training plans and programs conducted under authority of the bill. The bill does not require the Commission to obtain the approval of the President before it issues instructions to departments or publishes regulations. Such regulations must provide for the maintenance of information necessary to permit the President and the Congress to discharge their respective duties for supervision, control, and review of training programs. The regulations must provide for appropriate coordination of and reasonable uniformity in departmental training programs and plans and shall cover, with respect to training in both Government facilities and non-Government facilities, the following:

- (1) Determinations and continuing reviews by departments of their training needs and requirements;
- (2) The scope and conduct of departmental training programs and plans;
- (3) The selection and assignment of employees for training;
- (4) The utilization of trained employees;
- (5) The evaluation of the results of training;
- (6) The interchange among departments of training information;
- (7) The submission by departments of reports on the results and effects of training programs and plans, the economies resulting from such training programs and plans, and estimates of costs of training in non-Government facilities;
- (8) Payments and reimbursements for training expenses in both Government facilities and non-Government facilities; and
- (9) Such other matters as the Commission deems necessary or appropriate.

Section 6 (b) directs the Commission to include in its regulations special provisions for training in non-Government facilities including coverage of such matters as:

- (1) Policies governing the selection of non-Government facilities for training purposes;

(2) Determination that a Government facility is not reasonably available for training purposes and that appropriate consideration has been given to the then existing or reasonably foreseeable availability and utilization of fully trained employees; and

(3) Prohibition against the training of an employee for the purpose of filling a position by promotion if, in the department concerned, another fully qualified employee of equal ability and suitability is available within a reasonable distance from the place or places of performance of the duties of the position concerned.

Section 6 (c) specifically authorizes the Civil Service Commission, from time to time, to revise, supplement, or abolish its regulations and prescribe additional regulations.

Section 6 (d) states that section 6 is not to be construed to authorize the Commission to prescribe, with respect to intradepartmental training, either the kind of training or the precise training methods to be used by the departments or to authorize the Commission to prescribe for the departments the details of such training. Section 6 (d) will not deprive the Commission of any existing authority.

ESTABLISHMENT OF PROGRAMS OF TRAINING THROUGH GOVERNMENT AND NON-GOVERNMENT FACILITIES

Section 7 directs the head of each department to prepare, establish, and place in effect, within 270 days after the date of enactment of the bill, training programs and plans which will, among other things, increase economy and efficiency of departmental operations and raise the standard of performance of employees. When regulations have been issued by the United States Civil Service Commission, such programs and plans shall conform to such regulations. Such programs and plans shall make provision for adequate and appropriate administrative control. Section 7 also authorizes two or more departments to conduct joint operations under a training program. Under training programs, self-development of employees is to be encouraged by means of appropriate recognition of increases in their proficiency and skill.

GENERAL PROVISIONS OF PROGRAMS OF TRAINING THROUGH GOVERNMENT FACILITIES

Section 8 contains general provisions with respect to programs of training in Government facilities to the following effect:

First, section 8 directs each department to provide for employee training in its own facilities insofar as practicable.

Second, section 8 provides for the utilization by a department of the facilities of another department for employee training.

Third, a department may, in the discretion of the department head, make its training facilities available to another department on a reimbursable or nonreimbursable basis.

Fourth, section 8 also permits any agency, which is in any branch of the Government and which is not covered by the training programs under the bill, to make available its facilities, on a reimbursable or nonreimbursable basis, to those departments having training programs under the bill.

One purpose of section 8 is to encourage departments and agencies to make their training facilities available to other departments and

agencies and to use available training facilities of other departments and agencies. However, this purpose is subject to the necessary limitation that no department or agency which requires the full capacity of its training facilities to carry out its own responsibilities shall be called upon to make such facilities available to another department or agency.

GENERAL PROVISIONS OF PROGRAMS OF TRAINING THROUGH NON-GOVERNMENT FACILITIES

Section 9 contains general provisions with respect to programs of training in non-Government facilities.

Section 9 (a) authorizes the head of each department to enter into agreements or make other appropriate arrangements for the training of employees of such department in non-Government facilities without requesting bids on the cost of such training as normally would be required in such cases by section 3709 of the Revised Statutes (41 U. S. C. 5).

Section 9 (b) (1) requires each department to inform its employees of training opportunities in non-Government facilities and of the limitations and restrictions applicable to employees who accept such training.

Section 9 (b) (2) directs each department to consider the value of training as an inducement to be used in the hiring and retention of scientific, professional, technical, and administrative employees.

Section 9 (c) authorizes each department to supplement the regulations of the Civil Service Commission with departmental regulations which will further protect the Government on matters affecting the payment and reimbursement of training expenses.

EXPENSES OF TRAINING THROUGH GOVERNMENT FACILITIES AND NON-GOVERNMENT FACILITIES

Section 10 authorizes the head of each department, in accordance with regulations issued by the Civil Service Commission, to use funds appropriated or otherwise available to pay the salary of employees who are being trained (but not to pay them overtime, holiday, or night differential pay during periods of training). The section also authorizes the department head to cover the necessary expenses of an employee in training either by reimbursing him for those expenses or by providing money in advance in anticipation of such expenses. The necessary expenses include travel; per diem; transportation of family and household goods whenever such expenses would be less than payment of per diem; tuition; matriculation fees; library and laboratory services; purchase or rental of books, materials, and supplies; and other expenses directly related to the training of such employee. Membership fees are not allowed unless they are directly related to the cost of training.

AGREEMENTS OF EMPLOYEES RECEIVING TRAINING THROUGH NON-GOVERNMENT FACILITIES TO CONTINUE IN GOVERNMENT SERVICE FOR CERTAIN PERIODS

Section 11 (a) requires each employee who is to be trained at a non-Government facility to enter into a written agreement (1) to serve for

a period at least equal to three times the length of the period of his training, unless he is involuntarily separated from the service, and (2) if he leaves the service voluntarily, to reimburse the Government for the additional expenses such as travel, tuition, and fees (but not salary) incurred by the Government in connection with his training. Section 11 (a) further provides that no employee selected for such training shall be actually assigned to such training unless he has entered into such agreement.

Section 11 (b) permits an employee to transfer from a department which provided him with training at a non-Government facility to another department or to another agency in any branch of the Government. If he has not completed the period of service specified in the training agreement which he signed, the head of the department which provided the training may demand repayment of the additional expenses incurred but must give notice of such demand prior to the date of the transfer of the employee.

Section 11 (c) provides for recovery by setoff from salary, retirement credit, or other credits, or by legal action, of money due to the Government from an employee who fails to complete the terms of a training agreement. However, in accordance with regulations of the Commission, the head of a department, in the cause of equity and good conscience, or in the public interest, may waive in whole or in part the right of the Government to collect from any such employee.

LIMITATIONS ON TRAINING OF EMPLOYEES THROUGH NON-GOVERNMENT FACILITIES

Section 12 (a) limits the training of employees in non-Government facilities in the following ways:

(1) Not more than 1 percent of a department's total number of man-years of civilian employment in any fiscal year (as disclosed by budget estimates) shall be devoted to training in non-Government facilities in such fiscal year.

(2) An employee must have had at least 1 year of current, continuous civilian service at the time he is assigned to training in a non-Government facility. Exceptions to this requirement may be made, in the public interest, by a department head in accordance with regulations of the Civil Service Commission.

(3) Employees are limited to 1 year of training at a non-Government facility in each 10 years of employment.

(4) The length of time spent in training at non-Government facilities shall be made subject to such other limitations as the Civil Service Commission may, in its discretion, establish.

Section 12 (b) authorizes the Civil Service Commission, upon request of a department head, to waive or reimpose, in the public interest, any or all of these restrictions for an employee, or a department or part thereof.

PROHIBITION ON TRAINING THROUGH NON-GOVERNMENT FACILITIES FOR SOLE PURPOSE OF OBTAINING ACADEMIC DEGREES

Section 13 prohibits the use of the authority of the bill to give employees opportunities to obtain academic degrees to qualify for appointment to a position. The section also prohibits the use of the authority of the bill to provide employees training solely for the purpose of obtaining academic degrees.

PROHIBITION ON TRAINING THROUGH FACILITIES ADVOCATING OVERTHROW OF THE GOVERNMENT BY FORCE OR VIOLENCE

Section 14 forbids the use of appropriations of, or other funds available for expenditures by, any department for the training of any employee in a non-Government facility which teaches or advocates the overthrow of the Government of the United States by force or violence. It also forbids payment for training services to any individual with respect to whom determination has been made in a proper manner by a proper Government authority that there exists a reasonable doubt of his loyalty to the United States.

REVIEW BY COMMISSION OF PROGRAMS OF TRAINING THROUGH NON-GOVERNMENT FACILITIES

Section 15 directs the Civil Service Commission to review, as it deems necessary, the operations, activities, and related transactions of departments in the training of employees at non-Government facilities and directs the departments to cooperate and assist in such review. When the Commission finds noncompliance with the provisions of the bill, with the training programs and plans, or with the regulations of the Commission, the Commission shall consult with the department concerned and then shall certify to the head of such department the recommendations of the Commission for overcoming that noncompliance. If, after a reasonable time for placing the recommendations in effect, the Commission finds that the department still is not complying with the bill, the program and plans, or the regulations, the Commission shall report such noncompliance to the President for such action as the President deems appropriate.

COLLECTION OF TRAINING INFORMATION BY COMMISSION

Section 16 authorizes the United States Civil Service Commission to maintain an information service on training programs, plans, and methods both in and out of Government and, upon request, to make such information available to any department and to the Congress.

ASSISTANCE BY COMMISSION WITH RESPECT TO TRAINING PROGRAMS

Section 17 authorizes the Commission, upon request of any department, to provide assistance in the establishment, operation, and maintenance of departmental training programs and plans, to the extent of the facilities and personnel of the Commission available for such purpose.

REPORTS

Section 18 (a) directs each department to submit annually to the Civil Service Commission reports on training in Government and non-Government facilities. Each report shall contain:

- (1) Information on training expenditures;
- (2) The name, grade, title, and duties of each employee (except cooperative education students) who received training in a non-Government facility for more than 120 days and the name of the non-Government facility in which the training was given; the nature,

length, and cost to the Government of such training; and the relationship of such training to official Government duties;

(3) The name of each employee who received a contribution or award from a private source as authorized by section 19 (a) of the bill;

(4) A statement of the value of training in non-Government facilities;

(5) Estimates of economies and improved operations resulting from training in non-Government facilities; and

(6) Such other information as the department or the Commission deems appropriate.

It should be observed that paragraph (2) of section 18 (a), discussed immediately above (requiring the inclusion in each annual report of a department to the Civil Service Commission of the name of each employee who received training in a non-Government facility for more than 120 days, the grade, title, and primary duties of his position, and certain other information) does not apply to individuals who are students in a cooperative education program—that is, a program in which there is a combination of classroom work and practical industrial experience in an organized program under which the students alternate the periods of attendance at college with the periods of employment in education, business, or government. In a cooperative education program of the type referred to in section 18 (a) (2), the employment constitutes a regular, continuing, and essential element in the education process and some minimum amount of employment and minimum standard of performance are included in these requirements for a degree. Also, in a cooperative education program of such type, the work and the field of study must be related.

Section 18 (b) requires the Civil Service Commission to include in its annual reports a statement on employee training which shall include:

(1) A summary of departmental training operations and results;

(2) A summary of information received by the Commission from the departments on training in nongovernmental facilities; and

(3) Recommendations and other matters that the President or the Commission deem appropriate or which may be required by the Congress.

Section 18 (c) requires the Civil Service Commission to submit to the President for his approval and for transmittal to the Congress certain specified information concerning training in non-Government facilities, including the names and other data with respect to employees who received such training for more than 120 days and the names of employees who received a contribution or award from a private source under section 19 (a). This information may be included in the annual report of the Commission or submitted separately.

GENERAL

Section 19 contains general provisions relating to contributions, awards, payments, and other matters concerning the training of employees.

Section 19 (a) provides that, to the extent authorized by regulation of the President and without regard to the conflict of interest provisions contained in section 1914 of title 18 of the United States Code,

certain types of contributions, awards, and payments may be made and accepted, as follows:

(1) Contributions and awards incident to training in non-Government facilities may be made to and may be accepted by employees (as defined in and covered by the bill).

(2) Payment of travel, subsistence, and other expenses incident to attendance at meetings may be made to and accepted by employees (as defined in and covered by the bill).

Such contributions, awards, and payments may be made only by organizations determined by the Secretary of the Treasury to be non-profit organizations described in section 501 (c) (3) of the Internal Revenue Code of 1954 and exempt from taxation under section 501 (a) of such code.

Section 19 (b) provides that, on and after the date of enactment of the bill, any appropriation available to any department (as defined in and to the extent covered by the bill) for travel expenses also shall be available for expenses of attendance at meetings, if these meetings are concerned with the functions or activities for which the appropriation is made or will contribute to improved conduct, supervision, or management of those functions or activities.

Section 19 (c) provides that, whenever, under section 19 (a), a contribution, award, or payment, whether in cash or in kind, is made to any employee for travel, subsistence, or other expenses, an appropriate reduction shall be made from any payment by the Government to that employee for travel, subsistence, or other expenses incident to his training in a non-Government facility or incident to his attendance at a meeting. This reduction shall be made in accordance with regulations of the Director of the Bureau of the Budget.

Section 19 (d) forbids the use of the authority granted by the bill for the training of any employee in a non-Government facility any substantial part of the activities of which is (1) carrying on propaganda or otherwise attempting to influence legislation or (2) participating or intervening in any political campaign on behalf of a candidate (including the publishing or distributing of campaign literature or other political statements).

Section 19 (e) states that the functions, duties, and responsibilities under this bill shall be exercised subject to supervision and control by the President and review by the Congress. This provision is also discussed above in connection with the analysis of section 2.

TRANSITION FROM EXISTING TRAINING PROGRAMS

To permit orderly transition from existing training programs, section 20 provides that training under any program in effect immediately prior to enactment of the bill may be initiated, continued, and completed within a specified time limit. Generally, this time limit will be less than nine months.

REPEAL AND AMENDMENT OF EXISTING EMPLOYEE TRAINING LAWS

Section 21 specifically repeals a number of provisions of law now authorizing training of employees of eight different departments, agencies, or bureaus, as follows: (1) Atomic Energy Commission, (2) Central Intelligence Agency, (3) Civil Aeronautics Adminis-

tration, (4) Federal Maritime Board, (5) Maritime Administration, (6) National Advisory Committee for Aeronautics, (7) Bureau of Public Roads, and (8) Veterans' Administration.

(The employee training authority now carried in the appropriation acts of six additional organizations will no longer require annual renewals. These agencies are: Civil Aeronautics Board; Department of Defense (including the Departments of the Army, the Navy, and the Air Force); Food and Drug Administration of the Department of Health, Education, and Welfare; Internal Revenue Service of the Department of the Treasury; and the Post Office Department).

EXISTING RIGHTS AND OBLIGATIONS

Section 22 provides for the continuance of training contracts and agreements entered into by the Government before the date of enactment of the bill or certain other dates specified in section 20 of the bill. The section also protects the rights and liabilities of employees who are in training, including their seniority, status, pay, leave, and other personnel rights.

ABSORPTION OF COSTS WITHIN FUNDS AVAILABLE

Section 23 directs the Director of the Bureau of the Budget to provide by regulation for the absorption from applicable appropriations or funds, where practicable, of the costs of training provided under the authority of the bill. Nothing in section 23 is to be considered to require the separation from the service of an employee nor the placing of any employee in a leave-without-pay status.

CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as passed by the Senate, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

SECTIONS 307 AND 803 OF THE CIVIL AERONAUTICS ACT OF 1938, AS AMENDED

SEC. 307. (a) The Secretary of Commerce is empowered and directed to make plans for such orderly development and location of landing areas, airways, and all other aids and facilities for air navigation, as will best meet the needs of, and serve the interest of safety in, civil aviation.

[(b) The Secretary of Commerce is empowered to detail annually employees of the Civil Aeronautics Administration engaged in technical or professional duties for training at Government expense, either at civilian or other institutions not operated by the Secretary of Commerce. Such courses of instructions shall include, but not be limited to, aerodynamics, engineering mechanics, aircraft design and construction, and related subjects dealing with the scientific problems of aeronautics, such as advanced engineering techniques and practices, training in celestial navigation, advanced flight and flight test methods and procedures, application of medical and legal science to problems

of aviation, and the use of radio in aviation. There is hereby authorized to be appropriated such sums, not to exceed \$50,000 for any fiscal year, as may be necessary to carry out the provisions of this subsection.】

(c) The Secretary of Commerce is empowered to conduct a school or schools for the purpose of training employes of the Civil Aeronautics Administration in those subjects necessary for the proper administration of the aircraft, airmen, and air operation safety standards authorized under this Act.

* * * * *

SEC. 803. In order to promote safety and efficiency in air navigation to the highest possible degree, the Chief of the Weather Bureau, under the direction of the Secretary of Commerce, shall, in addition to any other functions or duties pertaining to weather information for other purposes, (1) make such observations, measurements, investigations, and studies of atmospheric phenomena, and establish such meteorological offices and stations, as are necessary or best suited for ascertaining, in advance, information concerning probable weather conditions; (2) furnish such reports, forecasts, warnings, and advices to the Administrator, and to such persons engaged in civil aeronautics as may be designated by the Administrator, and to such other persons as the Chief of the Weather Bureau may determine, and such reports shall be made in such manner and with such frequency as will best result in safety in and in facilitating air navigation; (3) cooperate with persons engaged in air commerce, or employees thereof, in meteorological service, establish and maintain reciprocal arrangements under which this provision is to be carried out and collect and disseminate weather reports available from aircraft in flight; (4) establish and coordinate the international exchanges of meteorological information required for the safety and efficiency of air navigation; (5) participate in the development of an international basic meteorological reporting network, including the establishment, operation, and maintenance of reporting stations on the high seas, in polar regions, and in foreign countries in cooperation with other governmental agencies of the United States and the meteorological services of foreign countries and with persons engaged in air commerce; (6) coordinate meteorological requirements in the United States in order to maintain standard observations, promote efficient use of facilities and avoid duplication of services unless such duplication tends to promote the safety and efficiency of air navigation; (7) and promote and develop meteorological science and foster and support research projects in meteorology through the utilization of private and governmental research facilities and provide for the publication of the results of such research projects unless such publication would be contrary to the public interest【; and (8) detail annually, within the limits of available appropriations made by Congress, members of the Weather Bureau personnel for training at Government expense, either at civilian institutions or otherwise, in advanced methods of meteorological science: *Provided*, That no such member shall lose his individual status of seniority rating in the Bureau merely by reason of absence due to such training】.

THE LAST SENTENCE OF SECTION 201 (c) OF THE MERCHANT MARINE
ACT OF 1936

【The Commission, under such rules and regulations as it may prescribe, may detail annually not to exceed five members of the personnel of the Commission for engineering, technical, or other scientific education and training at Government expense at institutions for scientific education and research, to enable such persons to acquire advanced and specialized knowledge or training of particular advantage to the Commission in carrying out its functions under this Act.】

SECTION 16 OF THE DEFENSE HIGHWAY ACT OF 1941

【SEC. 16. Detail of Employees as Students.—During any fiscal year the Commissioner of Public Roads is hereby authorized, in his discretion, to detail not to exceed ten of the regularly employed personnel of the Public Roads Administration as students for limited periods at such technical institutions as will enable such personnel to acquire special knowledge which will better fit them for the lines of work to which they are assigned: *Provided*, That no expense other than the salaries of personnel so detailed and the cost of tuition and other regular fees required at such institutions shall be incurred by the United States under this section.】

PUBLIC LAW 472—81ST CONGRESS

【AN ACT To promote the national defense and to contribute to more effective aeronautical research by authorizing professional personnel of the National Advisory Committee for Aeronautics to attend accredited graduate schools for research and study

【*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That the National Advisory Committee for Aeronautics (hereinafter referred to as the NACA) is authorized to grant to any professional employees of demonstrated ability, who has served not less than one year in the NACA, a leave or leaves of absence from his regularly designated duties for the purpose of allowing such employee to carry on graduate study or research in institutions of learning accredited as such by the laws of any State.

【SEC. 2. Leaves of absence may be granted under authority of this Act only for such graduate research or study as will contribute materially to the more effective functioning of the NACA.

【SEC. 3. Leave or leaves of absence which may be granted to any employee under authority of this Act shall not exceed a total of one year.

【SEC. 4. Tuition and other incidental academic expenses shall be borne by the employee.

【SEC. 5. Any leave of absence granted under the provisions of this Act shall be without loss of salary or compensation to the employee

and shall not be deducted from any leave of absence with pay authorized by any other law. Any such employee shall make a definite statement, in writing, that he will return to and, unless involuntarily separated, will remain in the service of the NACA for a period of six months if the period for which he is granted such leave of absence does not exceed twelve weeks, or for a period of one year if the period of leave exceeds twelve weeks. Any employee who does not fulfill any such commitment shall be required to reimburse the Government for the amount of leave granted under this Act.

[SEC. 6. The total of the sums expended pursuant to this Act, including all sums expended for the payment of salaries or compensation to employees on leave, shall not exceed \$50,000 in any fiscal year.]

SECTION 33 OF THE WORLD WAR VETERANS ACT, 1924

SEC. 33. The director, in his discretion, may provide courses of instruction for the professional personnel of the bureau and may detail employees to attend the same[, and may detail not more than 2 per centum of such professional personnel to attend professional courses conducted by other than bureau agencies, and such employees in addition to their salaries shall be entitled to the payment of expenses incident to such detail, including transportation: *Provided, however,* That travel or instruction outside the continental limits of the United States shall not be authorized under this section].

FIRST SENTENCE OF SECTION 9, PART VII, VETERANS REGULATION NUMBERED 1 (a)

9. The Administrator shall have the power to provide courses of instruction for personnel and may detail employees to attend the same [and may detail any such personnel to attend courses conducted by other than Veterans' Administration agencies, including private organizations, and such employees in addition to their salaries shall be entitled to the payment of expenses incident to such detail, including transportation and tuition, as the Administrator by rules and regulations shall provide]; and also in his discretion, to make, or as by agreement with other agency or institution, cause to be made studies, investigations, and reports inquiring into the rehabilitation of disabled persons and the relative abilities, aptitudes, and capacities of the several groups of the variously handicapped and as to how their potentialities can best be developed and their services best utilized in gainful and suitable employment, including the rehabilitation programs of foreign nations engaged in the present war.

APPENDIX

EMPLOYEE TRAINING BILLS INTRODUCED DURING 85TH CONGRESS (OUTSERVICE TRAINING)

GENERAL COVERAGE

S. 385 (Johnston and Neuberger) (administration bill), Committee on Post Office and Civil Service.

H. R. 6001 (Rees), Committee on Post Office and Civil Service.

H. R. 1989 (St. George), Committee on Post Office and Civil Service.

S. 2991 (Smith), Committee on Post Office and Civil Service.

SPECIAL COVERAGE

S. 3034 (Murray), for Interior Department, Committee on Interior and Insular Affairs.

S. 3140 (McClellan), for General Services Administration, Committee on Government Operations.

S. 3318 (Green and Wiley), for Mutual Security Administration, Committee on Foreign Affairs.

H. R. 12181 (Morgan) (identical with S. 3318), for Mutual Security Administration, Committee on Foreign Affairs.

S. 3609 (Johnson), for National Aeronautics and Space Agency, Special Committee on Space and Astronautics.

H. R. 11881 (McCormack), for National Aeronautics and Space Agency, Select Committee on Astronautics and Space Exploration.

H. R. 12575 (McCormack), for National Aeronautics and Space Agency, Select Committee on Astronautics and Space Exploration.

S. 2020 (Hill), for Railroad Retirement Board, Committee on Labor and Public Affairs.

H. R. 7166 (Harris), for Railroad Retirement Board, Committee on Interstate and Foreign Commerce.

H. R. 6247 (Harris), for Department of Commerce, Committee on Interstate and Foreign Commerce.

H. R. 11257 (Harris), for National Science Foundation, Committee on Interstate and Foreign Commerce.



Union Calendar No. 771

85TH CONGRESS
2D SESSION

S. 385

[Report No. 1951]

IN THE HOUSE OF REPRESENTATIVES

APRIL 15, 1957

Referred to the Committee on Post Office and Civil Service

JUNE 24, 1958

Reported with amendments, committed to the Committee of the Whole House
on the State of the Union, and ordered to be printed

[Strike out all after the enacting clause and insert the part printed in italic]

AN ACT

To authorize the training of Federal employees at public or
private facilities, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the President of the United States may authorize the
4 heads of Federal agencies to obtain training at non-Federal
5 facilities for civilian officers and employees of their agencies,
6 when they find that such training will be in the interests
7 of the Government and not inconsistent with the interests
8 of national security and will contribute to the more effective
9 functioning of their agencies.

1 SEC. 2. For the purposes of this Act—

2 (a) The term “Federal agency” means (1) any de-
3 partment or independent establishment in the executive
4 branch of the Government, including any Government-owned
5 or controlled corporation subject to title I or title II of
6 the Government Corporation Control Act (but not including
7 any corporation under the supervision of the Farm Credit
8 Administration of which corporation any member of the
9 board of directors is elected or appointed by private inter-
10 ests), except the Central Intelligence Agency, the Federal
11 Bureau of Investigation, the Atomic Energy Commission,
12 the Tennessee Valley Authority, the Bureau of Medicine
13 and Surgery of the Veterans’ Administration, and the For-
14 eign Service of the State Department, (2) the municipal
15 government of the District of Columbia, (3) the Library
16 of Congress, (4) the Government Printing Office, and (5)
17 the General Accounting Office.

18 (b) The term “training” means the provision of oppor-
19 tunities to acquire skill or knowledge related to the work of
20 the respective Federal agencies.

21 (c) The term “non-Federal facilities” includes State,
22 county, local, or foreign governments, interstate or inter-
23 national organizations, or instrumentalities thereof; institu-
24 tions of learning or individual instructors; laboratories;
25 trade, labor, agricultural, or scientific associations; founda-

1 tions; industrial or commercial organizations; or other ap-
2 propriate organizations and facilities, foreign or domestic.

3 (d) The term "employee" means any officer or em-
4 ployee of a Federal agency, as defined above, except those
5 subject to the Career Compensation Act of 1949, as amended.

6 SEC. 3. Training of employees of one Federal agency
7 by another; loan of training facilities among Federal agen-
8 cies; training activities on a joint basis among Federal
9 agencies; and training by Federal agencies of their own
10 employees are also authorized.

11 SEC. 4. Appropriations or other funds available to
12 Federal agencies for salaries or expenses shall be available
13 for the purposes of this Act. Tuition, fees, and related
14 training expenses may be paid to the training facility or to
15 the trainee: *Provided*, That no part of any appropriation,
16 or of the funds available for expenditure by any corporation,
17 or other funds, shall be available to pay for training at any
18 facility that teaches or advocates the overthrow of the
19 Government of the United States by force or violence.

20 SEC. 5. No training in a non-Federal facility shall be
21 provided under this Act for any employee unless such train-
22 ing is authorized by the head of the agency or by another
23 official of such agency designated for that purpose by the
24 head thereof.

25 SEC. 6. Regulations issued under authority of the Presi-

1 dent pursuant to this Act shall set forth the obligations to
2 which employees who accept training in non-Federal facili-
3 ties shall be required to agree, including an agreement in
4 writing to remain in the Government service, unless volun-
5 tarily separated therefrom, for a period equal to three times
6 the length of any period of time off with pay granted such
7 employee without charge to annual leave for the purpose of
8 such training. Any such trainee who fails to fulfill such
9 obligations or agreement shall be required to reimburse the
10 Government for whatever portion of the travel, subsistence,
11 tuition, fees, and related training expenses the head of the
12 agency concerned or official thereof designated under section
13 5 determines, in accordance with criteria established by
14 such regulations, to be equitable.

15 SEC. 7. This Act shall become effective upon its pas-
16 sage. After ninety days from the date of its enactment,
17 no training in non-Federal facilities shall be obtained for
18 an employee by a Federal agency except as provided by
19 this Act: *Provided, however,* That such training begun or
20 specifically approved by the appropriate authorizing official
21 prior to the enactment of this Act or within ninety days
22 thereafter may be completed in accordance with the au-
23 thorities upon which they were based, and without regard
24 to the provisions of this Act.

25 SEC. 8. To the extent authorized by regulations of the

1 President under the authority of this Act, contributions may
2 be made by private sources and accepted by employees re-
3 ceiving training in non-Federal facilities without regard to
4 the provisions of section 1914 of title 18 of the United States
5 Code.

6 SEC. 9. All laws or parts of laws inconsistent with the
7 provisions of this Act are hereby repealed to the extent of
8 such inconsistency, and such repeal shall include but shall
9 not be limited to the following laws and parts of laws:

10 ~~(a) Section 307 (b) of the Civil Aeronautics Act of~~
11 ~~1938, as amended by Public Law 670, Eighty-first Congress~~
12 ~~(64 Stat. 417).~~

13 ~~(b) The last sentence of section 201 (c) of the Mer-~~
14 ~~chant Marine Act of 1936, as amended.~~

15 ~~(c) Clause (8) of section 803 of the Civil Aeronautics~~
16 ~~Act of 1938, as amended by Public Law 691, Seventy-ninth~~
17 ~~Congress (60 Stat. 945). Clause (7) of the same section is~~
18 ~~amended by inserting the word "and" at the beginning, im-~~
19 ~~mediately following the number "(7)" and immediately~~
20 ~~preceding the word "promote", striking out the word "and"~~
21 ~~at the end following the semicolon, and changing the semi-~~
22 ~~colon to a period.~~

23 ~~(d) Section 16 of the Defense Highway Act of 1941~~
24 ~~(55 Stat. 770), as amended.~~

1 ~~(e) Public Law 472, Eighty-first Congress (64 Stat.~~
2 ~~43), as amended.~~

3 ~~(f) That part of section 33 of the World War Veterans'~~
4 ~~Act (44 Stat. 793) which follows the words "and may detail~~
5 ~~employees to attend the same"; and that part of the first sen-~~
6 ~~tence of section 9 of part VII, Veterans Regulation Num-~~
7 ~~bered 1 (a), as amended by Public Law 16, Seventy-eighth~~
8 ~~Congress (57 Stat. 45), which reads "and may detail any~~
9 ~~such personnel to attend courses conducted by other than~~
10 ~~Veterans' Administration agencies, including private organ-~~
11 ~~izations, and such employees in addition to their salaries shall~~
12 ~~be entitled to the payment of expenses incident to such detail,~~
13 ~~including transportation and tuition, as the Administrator by~~
14 ~~rules and regulations shall provide".~~

15 SEC. 10. The head of each agency any employees of
16 which are provided training in non-Federal facilities shall
17 report annually to the Congress the name of each employee
18 receiving such training during the period covered by the
19 report, the length of his total service as an employee of the
20 Government, the grade, title, and primary functions of his
21 position and the length of his service in such position, the
22 non-Federal facility at which his training was received, the
23 nature, length, and cost of such training, and the relationship
24 of the training to the employee's position.

SHORT TITLE

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SECTION 1. This Act may be cited as the "Government Employees Training Act".

DECLARATION OF POLICY

SEC. 2. It is hereby declared to be the policy of the Congress—

(1) that, in order to promote efficiency and economy in the operation of the Government and provide means for the development of maximum proficiency in the performance of official duties by employees thereof, to establish and maintain the highest standards of performance in the transaction of the public business, and to install and utilize effectively the best modern practices and techniques which have been developed, tested, and proved within or outside of the Government, it is necessary and desirable in the public interest that self-education, self-improvement, and self-training by such employees be supplemented and extended by Government-sponsored programs, provided for by this Act, for the training of such employees in the performance of official duties and for the development of skills, knowledge, and abilities which will best qualify them for performance of official duties;

(2) that such programs shall be continuous in

1 *nature, shall be subject to supervision and control by*
2 *the President and review by the Congress, and shall be*
3 *so established as to be readily expansible in time of*
4 *national emergency;*

5 (3) that such programs shall be designed to lead
6 to (A) improved public service, (B) dollar savings,
7 (C) the building and retention of a permanent cadre
8 of skilled and efficient Government employees, well
9 abreast of scientific, professional, technical, and manage-
10 ment developments both in and out of Government, (D)
11 lower turnover of personnel, (E) reasonably uniform
12 administration of training, consistent with the missions
13 of the Government departments and agencies, and (F)
14 fair and equitable treatment of Government employees
15 with respect to training; and

16 (4) that the United States Civil Service Commis-
17 sion shall be responsible and have authority, subject to
18 supervision and control by the President, for the effective
19 promotion and coordination of such programs and of
20 training operations thereunder.

21 *DEFINITIONS*

22 *SEC. 3. For the purposes of this Act—*

(1) the term "Government" means the Govern-
ment of the United States of America and the municipal
government of the District of Columbia;

1 (2) the term "department", subject to the excep-
2 tions contained in section 4, means (A) each executive
3 department, (B) each independent establishment or
4 agency in the executive branch, (C) each Government-
5 owned or controlled corporation subject to title I or title
6 II of the Government Corporation Control Act, (D)
7 the General Accounting Office, (E) the Library of
8 Congress, (F) the Government Printing Office, and (G)
9 the municipal government of the District of Columbia;

10 (3) the term "employee", subject to the exceptions
11 contained in section 4, means any civilian officer or em-
12 ployee in or under a department, including officers of the
13 Coast and Geodetic Survey in the Department of
14 Commerce;

15 (4) the term "Commission" means the United States
16 Civil Service Commission;

17 (5) the term "training" means the process of pro-
18 viding for and making available to an employee, and
19 placing or enrolling such employee in, a planned, pre-
20 pared, and coordinated program, course, curriculum,
21 subject, system, or routine of instruction or education, in
22 scientific, professional, technical, mechanical, trade, cleri-
23 cal, fiscal, administrative, or other fields which are or
24 will be directly related to the performance by such em-

1 *ployee of official duties for the Government, in order to*
2 *increase the knowledge, proficiency, ability, skill, and*
3 *qualifications of such employee in the performance of*
4 *official duties;*

5 *(6) the term "Government facility" means any*
6 *property owned or substantially controlled by the Gov-*
7 *ernment and the services of any civilian and military*
8 *personnel of the Government; and*

9 *(7) the term "non-Government facility" means (A)*
10 *the government of any State, Territory, or possession of*
11 *the United States, the government of the Common-*
12 *wealth of Puerto Rico, and any interstate governmental*
13 *organization, or any unit, subdivision, or instrumentality*
14 *of any of the foregoing, (B) any foreign government or*
15 *international organization, or instrumentality of either,*
16 *which is designated by the President as eligible to pro-*
17 *vide training under this Act, (C) any medical, sci-*
18 *entific, technical, educational, research, or professional*
19 *institution, foundation, agency, or organization, (D)*
20 *any business, commercial, or industrial firm, corporation,*
21 *partnership, proprietorship, or any other organization,*
22 *and (E) any individual not a civilian or military officer*
23 *or employee of the Government of the United States or*
24 *of the municipal government of the District of Colum-*
25 *bia. For the purposes of furnishing training by, in, or*

1 through any of the foregoing, the term "non-Govern-
2 ment facility" also shall include the services and prop-
3 erty of any of the foregoing furnishing such training.

4 EXCLUSIONS

5 SEC. 4. (a) This Act shall not apply to—

6 (1) the President or Vice President of the United
7 States,

8 (2) the Foreign Service of the United States under
9 the Department of State,

10 (3) any corporation under the supervision of the
11 Farm Credit Administration of which corporation any
12 member of the board of directors is elected or appointed
13 by private interests,

14 (4) the Tennessee Valley Authority,

15 (5) any individual appointed by the President by
16 and with the advice and consent of the Senate or by
17 the President alone, unless such individual is specifically
18 designated by the President for training under this Act,
19 and

20 (6) any individual (except an officer of the Coast
21 and Geodetic Survey in the Department of Commerce)
22 who is a member of the uniformed services as defined in
23 section 102 (a) of the Career Compensation Act of
24 1949, as amended, during any period in which he is
25 receiving compensation under title II of such Act.

1 (b) *The President is authorized—*

2 (1) *to designate at any time in the public interest*
3 *any department or part thereof, or any employee or*
4 *employees therein (either individually or by groups*
5 *or classes), as excepted from this Act or any provision*
6 *of this Act (other than this section, section 21, and sec-*
7 *tion 22), and*

8 (2) *to designate at any time in the public interest*
9 *any such department or part thereof, or any such em-*
10 *ployee or employees therein, so excepted, as again*
11 *subject to this Act or any such provision of this Act.*

12 *Such authority of the President shall not include the au-*
13 *thority to except the Commission from any provision of this*
14 *Act which vests in or imposes upon the Commission any*
15 *function, duty, or responsibility with respect to any matter*
16 *other than the establishment, operation, and maintenance by*
17 *the Commission, in the same capacity as any other depart-*
18 *ment, of programs and plans of training for employees of*
19 *the Commission.*

20 DEPARTMENTAL REVIEWS OF TRAINING NEEDS

21 *SEC. 5. Within ninety days after the date of enactment*
22 *of this Act and at least once every three years after the*
23 *expiration of such ninety-day period, the head of each de-*
24 *partment shall conduct and complete a review of the needs*
25 *and requirements of such department for the training of*

1 employees under its jurisdiction. Upon request of a depart-
2 ment, the Commission is authorized, in its discretion, to assist
3 such department in connection with such review of needs and
4 requirements. Information obtained or developed in any such
5 review shall be made available to the Commission at its re-
6 quest.

7 TRAINING REGULATIONS OF COMMISSION

8 SEC. 6. (a) The Commission after consideration of the
9 needs and requirements of each department for training of
10 its employees and after consultation with those departments
11 principally concerned, shall prescribe regulations containing
12 the principles, standards, and related requirements for the
13 programs, and plans thereunder, for the training of em-
14 ployees of the departments under authority of this Act (in-
15 cluding requirements for appropriate coordination of and
16 reasonable uniformity in such training programs and plans
17 of the departments). Such regulations, when promulgated,
18 shall provide for the maintenance of necessary information
19 with respect to the general conduct of the training activities
20 of each department, and such other information as may be
21 necessary to enable the President and the Congress to dis-
22 charge effectively their respective duties and responsibilities
23 for supervision, control, and review of training programs au-
24 thorized by this Act. Such regulations also shall cover with

1 *respect to training by, in, and through Government facilities*
2 *and non-Government facilities—*

3 (1) *requirements with respect to the determination*
4 *and continuing review by each department of its needs*
5 *and requirements in connection with such training;*

6 (2) *the scope and conduct of the programs and*
7 *plans of each department for such training;*

8 (3) *the selection and assignment for such training*
9 *of employees of each department;*

10 (4) *the utilization in each department of the serv-*
11 *ices of employees who have undergone any such training;*

12 (5) *the evaluation of the results and effects of pro-*
13 *grams and plans for such training;*

14 (6) *the interchange among the departments of in-*
15 *formation concerning such training;*

16 (7) *the submission by the departments of reports*
17 *on the results and effects of programs and plans of such*
18 *training and economies resulting therefrom, including*
19 *estimates of costs of training by, in, and through non-*
20 *Government facilities;*

21 (8) *such requirements and limitations as may be*
22 *necessary with respect to payments and reimbursements*
23 *in accordance with section 10; and*

1 (9) such other matters as the Commission deems
2 appropriate or necessary to carry out the provisions of
3 this Act.

4 (b) In addition to matters set forth in subsection (a)
5 of this section, the regulations of the Commission shall, with
6 respect to the training of employees by, in, or through non-
7 Government facilities—

8 (1) prescribe general policies governing the selec-
9 tion of a non-Government facility to provide such
10 training;

11 (2) authorize training of employees by, in, or
12 through a non-Government facility only after determina-
13 tion by the head of the department concerned that ade-
14 quate training for such employees by, in, or through a
15 Government facility is not reasonably available and that
16 appropriate consideration has been given to the then
17 existing or reasonably foreseeable availability and utili-
18 zation of fully trained employees; and

19 (3) prohibit the training of an employee by, in, or
20 through a non-Government facility for the purpose of
21 filling a position by promotion if there is in the depart-
22 ment concerned another employee of equal ability and
23 suitability who is fully qualified to fill such position and

1 is available at, or within a reasonable distance from, the
2 place or places where the duties of such position are to
3 be performed.

4 (c) From time to time and in accordance with this
5 Act, the Commission may revise, supplement, or abolish its
6 regulations prescribed under this section and may prescribe
7 additional regulations.

8 (d) Nothing contained in this section shall be construed
9 to authorize the Commission to prescribe the types and
10 methods of intradepartmental training or to regulate the
11 details of intradepartmental training programs.

12 ESTABLISHMENT OF PROGRAMS OF TRAINING THROUGH
13 GOVERNMENT AND NON-GOVERNMENT FACILITIES

14 SEC. 7. Within two hundred and seventy days after
15 the date of enactment of this Act, the head of each depart-
16 ment shall prepare, establish, and place in effect a program
17 or programs, and a plan or plans thereunder, in conformity
18 with this Act, for the training of employees in or under such
19 department by, in, and through Government facilities and
20 non-Government facilities in order to increase economy and
21 efficiency in the operations of the department and to raise
22 the standard of performance by employees of their official

1 duties to the maximum possible level of proficiency. Each
 2 such program, and plan or plans thereunder, shall conform,
 3 on and after the effective date of the regulations prescribed
 4 by the Commission under section 6 of this Act, to the prin-
 5 ciples, standards, and related requirements contained in such
 6 regulations then current, shall be operated and maintained
 7 in accordance with the provisions of this Act, and shall
 8 provide for adequate administrative control by appropriate
 9 authority. Two or more departments jointly may operate
 10 under any such training program. Each such pro-
 11 gram shall provide for the encouragement of self-training by
 12 employees by means of appropriate recognition of resultant
 13 increases in proficiency, skill, and capability.

14 GENERAL PROVISIONS OF PROGRAMS OF TRAINING THROUGH

15 GOVERNMENT FACILITIES

16 SEC 8. The program or programs of each department
 17 for the training of employees by, in, and through Gov-
 18 ernment facilities under authority of this Act—

19 (1) shall provide for training, insofar as practicable,
 20 by, in, and through those Government facilities which
 21 are under the jurisdiction or control of such department,
 22 and

23 (2) shall provide for the making by such depart-
 24 ment to the extent necessary and appropriate, of agree-

1 ments with other departments, and with other agencies
 2 in any branch of the Government, on a reimbursable
 3 basis if so requested by such other departments and
 4 agencies, (A) for the utilization in such program or
 5 programs of those Government facilities under the juris-
 6 diction or control of such other departments and agen-
 7 cies and (B) for extension to employees of such depart-
 8 ment of training programs of such other departments.

9 GENERAL PROVISIONS OF PROGRAMS OF TRAINING
 10 THROUGH NON-GOVERNMENT FACILITIES

11 SEC. 9. (a) The head of each department is author-
 12 ized to enter into agreements or make other appropriate
 13 arrangements for the training of employees of such depart-
 14 ment by, in, or through non-Government facilities in accord-
 15 ance with this Act, without regard to section 3709 of the
 16 Revised Statutes (41 U. S. C. 5).

17 (b) The program or programs of each department for
 18 the training of employees by, in, and through non-Govern-
 19 ment facilities under authority of this Act shall—

20 (1) provide for information to be made available
 21 to employees of such department with respect to the
 22 selection and assignment of such employees for training
 23 by, in, and through non-Government facilities and the
 24 limitations and restrictions applicable to such training
 25 in accordance with this Act, and

1 (2) give appropriate consideration to the needs and
2 requirements of such department in recruiting and
3 retaining scientific, professional, technical, and adminis-
4 trative employees.

5 (c) Each department shall issue such regulations as the
6 department deems necessary to implement the regulations of
7 the Commission issued under section 6 (a) (8) in order to
8 protect the Government with respect to payment and reim-
9 bursement of training expenses.

10 EXPENSES OF TRAINING THROUGH GOVERNMENT

11 FACILITIES AND NON-GOVERNMENT FACILITIES

12 SEC. 10. The head of each department in accordance
13 with regulations issued by the Commission under authority
14 of section 6 (a) (8) is authorized, from funds appropriated
15 or otherwise available to such department, (1) to pay all
16 or any part of the salary, pay, or compensation (excluding
17 overtime, holiday, and night differential pay) of each em-
18 ployee of such department who is selected and assigned for
19 training by, in, or through Government facilities or non-
20 Government facilities under authority of this Act, for each
21 period of such training of such employee, and (2) to pay,
22 or reimburse such employee for, all or any part of the
23 necessary expenses of such training, without regard to sec-
24 tion 3648 of the Revised Statutes (31 U. S. C. 529),
25 including among such expenses the necessary costs of (A)

1 travel and per diem in lieu of subsistence in accordance
2 with the Travel Expense Act of 1949, as amended, and the
3 Standardized Government Travel Regulations, or, in the
4 case of commissioned officers of the Coast and Geodetic
5 Survey in the Department of Commerce, section 303 of the
6 Career Compensation Act of 1949, as amended, and the Joint
7 Travel Regulations for the Uniformed Services; (B) trans-
8 portation of immediate family, household goods and personal
9 effects, packing, crating, temporary storage, drayage, and un-
10 packing in accordance with the first section of the Administra-
11 tive Expenses Act of 1946, as amended, and Executive Order
12 Numbered 9805, as amended (except that in the case of com-
13 missioned officers of the Coast and Geodetic Survey in the
14 Department of Commerce, such expenses shall be paid under
15 section 303 of the Career Compensation Act of 1949, as
16 amended, and the Joint Travel Regulations for the Uniformed
17 Services), whenever the estimated costs of such transpor-
18 tation and related services are less than the estimated aggre-
19 gate per diem payments for the period of training, (C) tu-
20 ition and matriculation fees, (D) library and laboratory serv-
21 ices, (E) purchase or rental of books, materials, and sup-
22 plies, and (F) other services or facilities directly related
23 to the training of such employee. Such expenses of train-
24 ing shall not be deemed to include membership fees except
25 to the extent that such fees are a necessary cost directly

1 *related to the training itself or that payment thereof is a*
2 *condition precedent to undergoing such training.*

3 *AGREEMENTS OF EMPLOYEES RECEIVING TRAINING*
4 *THROUGH NON-GOVERNMENT FACILITIES TO CONTINUE*
5 *IN GOVERNMENT SERVICE FOR CERTAIN PERIODS*

6 *SEC. 11. (a) Each employee who is selected for train-*
7 *ing by, in, or through a non-Government facility under au-*
8 *thority of this Act shall, prior to his actual assignment for*
9 *such training, enter into a written agreement with the Gov-*
10 *ernment to the effect that (1) after the expiration of the*
11 *period of his training, he will continue in the service of his*
12 *department for a period at least equal to three times the*
13 *length of the period of such training unless he is involun-*
14 *tarily separated from the service of his department, and (2)*
15 *if he is voluntarily separated from the service of his depart-*
16 *ment prior to the expiration of the period for which he has*
17 *agreed to continue in the service of his department after*
18 *such period of training, he will pay to the Government the*
19 *amount of the additional expenses incurred by the Govern-*
20 *ment in connection with his training. No employee selected*
21 *for such training shall be assigned thereto unless he has en-*
22 *tered into such agreement.*

23 *(b) An employee who, by reason of his entrance into*
24 *the service of another department or of any other agency*
25 *in any branch of the Government, fails to continue, after*

1 his training, in the service of his department for the period
2 specified in such agreement, shall not be required to pay
3 to the Government the amount of the additional expenses
4 incurred by the Government in connection with his training
5 unless the head of the department which has authorized
6 such training notifies the employee prior to the effective date
7 of his entrance into the service of such other department
8 or agency that such payment will be required under author-
9 ity of this section.

10 (c) If any employee (other than an employee relieved
11 of liability under subsection (b) of this section or under
12 subsection (b) of section 4) fails to fulfill his agreement to
13 pay to the Government the additional expenses incurred by
14 the Government in connection with his training, a sum equal
15 to the amount of such additional expenses of training shall
16 be recoverable by the Government from such employee or
17 his estate (1) by setoff of accrued salary, pay, compensation,
18 amount of retirement credit, or other amount due such
19 employee from the Government and (2) by such other
20 method as may be provided by law for the recovery of
21 amounts owing to the Government. The head of the depart-
22 ment concerned may, in accordance with regulations of the
23 Commission, waive in whole or in part any right of recovery
24 under this subsection, if it is shown that such recovery

1 *would be against equity and good conscience or against the*
2 *public interest.*

3 *LIMITATIONS ON TRAINING OF EMPLOYEES THROUGH*
4 *NON-GOVERNMENT FACILITIES*

5 *SEC. 12. (a) The training of employees by, in, and*
6 *through non-Government facilities under authority of this*
7 *Act shall be subject to the following provisions:*

8 *(1) The number of man-years of such training by,*
9 *in, and through non-Government facilities for each de-*
10 *partment in any fiscal year shall not exceed 1 per centum*
11 *of the total number of man-years of civilian employment*
12 *for such department in the same fiscal year as dis-*
13 *closed by the budget estimates for such department for*
14 *such year.*

15 *(2) No employee having less than one year of*
16 *current, continuous civilian service in the Government*
17 *shall be eligible for such training unless the head of*
18 *his department determines, in accordance with regula-*
19 *tions of the Commission, that such training for such*
20 *employee is in the public interest.*

21 *(3) In the first ten-year period of his continuous*
22 *or noncontinuous civilian service in the Government fol-*
23 *lowing the date of his initial entry into the civilian*
24 *service of the Government, and in each ten-year period*

1 of such service occurring thereafter, the time spent by
2 an employee in such training shall not exceed one year.

3 (4) The Commission is authorized, in its discre-
4 tion, to prescribe such other limitations, in accordance
5 with the provisions and purposes of this Act, with re-
6 spect to the time which may be spent by an employee in
7 such training, as the Commission deems appropriate.

8 (b) The Commission is authorized, in its discretion,
9 to waive, with respect to any department or part thereof
10 or any employee or employees therein, any or all of the
11 restrictions covered by subsection (a) of this section, upon
12 recommendation of the head of the department concerned, if
13 the Commission determines that the application of any or
14 all of such restrictions to any department or part thereof
15 or employee or employees therein is contrary to the public
16 interest. The Commission is further authorized, in its dis-
17 cretion, to reimpose in the public interest, with respect to
18 any such department or part thereof, or any such employee
19 or employees therein, any or all of the restrictions so waived.

20 PROHIBITION ON TRAINING THROUGH NON-GOVERNMENT
21 FACILITIES FOR SOLE PURPOSE OF OBTAINING ACA-
22 DEMIC DEGREES

23 SEC. 13. Nothing contained in this Act shall be con-
24 strued to authorize the selection and assignment of any

1 employee for training by, in, or through any non-Govern-
2 ment facility under authority of this Act, or the payment
3 or reimbursement by the Government of the costs of such
4 training, either (1) for the purpose of providing an oppor-
5 tunity to such employee to obtain an academic degree in
6 order to qualify for appointment to a particular position
7 for which such academic degree is a basic requirement or
8 (2) solely for the purpose of providing an opportunity to
9 such employee to obtain one or more academic degrees.

10 PROHIBITION ON TRAINING THROUGH FACILITIES ADVO-
11 CATING OVERTHROW OF THE GOVERNMENT BY FORCE
12 OR VIOLENCE

13 SEC. 14. No part of any appropriation of, or of any
14 funds available for expenditure by, any department shall be
15 available for payment for the training of any employee by,
16 in, or through any non-Government facility teaching or advo-
17 cating the overthrow of the Government of the United
18 States by force or violence, or by or through any individual
19 with respect to whom determination has been made by a
20 proper Government administrative or investigatory authority
21 that, on the basis of information or evidence developed in
22 investigations and procedures authorized by law or Executive
23 orders of the President, there exists a reasonable doubt of
24 his loyalty to the United States.

1 REVIEW BY COMMISSION OF PROGRAMS OF TRAINING
2 THROUGH NON-GOVERNMENT FACILITIES

3 SEC. 15. The Commission shall review, at such times and
4 to such extent as it deems necessary, the operations, activi-
5 ties, and related transactions of each department in connec-
6 tion with the program or programs, and the plan or plans
7 thereunder, of such department for the training of its em-
8 ployees by, in, and through non-Government facilities under
9 authority of this Act in order to determine whether such
10 operations, activities, and related transactions are in compli-
11 ance with such programs and plans, with the provisions and
12 purposes of this Act, and with the principles, standards, and
13 related requirements contained in the regulations of the Com-
14 mission prescribed thereunder. Upon request of the Com-
15 mission, each department shall cooperate with and assist
16 the Commission in such review. If the Commission finds
17 that noncompliance exists in any department, the Commis-
18 sion, after consultation with such department, shall certify
19 to the head of such department its recommendations for modi-
20 fication or change of actions and procedures of such depart-
21 ment thereafter in connection with such training programs
22 and plans. If after a reasonable time for placing such
23 recommendations in effect the Commission finds that noncom-

1 *pliance continues to exist in such department, the Commission*
2 *shall report such noncompliance to the President for such*
3 *action as he deems appropriate.*

4 *COLLECTION OF TRAINING INFORMATION BY COMMISSION*

5 *SEC. 16. The Commission is authorized, to the extent*
6 *it deems appropriate in the public interest, to collect infor-*
7 *mation, from time to time, with respect to training programs,*
8 *plans, and methods in and outside the Government. Upon*
9 *appropriate request, the Commission may make such infor-*
10 *mation available to any department and to the Congress.*

11 *ASSISTANCE BY COMMISSION WITH RESPECT TO TRAINING*

12 *PROGRAMS*

13 *SEC. 17. Upon request of any department, the Commis-*
14 *sion, to the extent of its facilities and personnel available*
15 *for such purpose, shall provide advice and assistance in the*
16 *establishment, operation, and maintenance of the programs*
17 *and plans of such department for training under authority*
18 *of this Act.*

19 *REPORTS*

20 *SEC. 18. (a) Each department annually shall prepare*
21 *and submit to the Commission, at such times and in such form*
22 *as the Commission shall prescribe, reports on the programs*
23 *and plans of such department for the training of employees*

1 *by, in, and through Government facilities and non-Govern-*
2 *ment facilities under authority of this Act. Each such report*
3 *shall contain—*

4 (1) *such information as the Commission deems ap-*
5 *propriate with respect to the expenditures of such depart-*
6 *ment in connection with such training,*

7 (2) *the name of each employee of such department*
8 *(other than students participating in any cooperative*
9 *educational program) who, during the period covered*
10 *by the report, received training by, in, or through a*
11 *non-Government facility for more than one hundred and*
12 *twenty days; the grade, title, and primary duties of the*
13 *position held by such employee; the name of the non-*
14 *Government facility from which such training was re-*
15 *ceived; the nature, length, and cost to the Government*
16 *of such training; and the relationship of such training*
17 *to official Government duties,*

18 (3) *the name of each employee of such department*
19 *who, during the period covered by the report, received*
20 *a contribution or award in the manner provided by*
21 *section 19 (a) of this Act,*

22 (4) *a statement of the department with respect to the*
23 *value of such training to the department,*

24 (5) *estimates of the extent to which economies and*

1 *improved operations have resulted from such training,*
2 *and*

3 *(6) such other information as the department or the*
4 *Commission deems appropriate.*

5 *(b) The Commission shall include in its annual report a*
6 *statement, in such form as shall be determined by the Com-*
7 *mission with the approval of the President, with respect to*
8 *the training of employees of the Government under authority*
9 *of this Act. Each such statement shall include—*

10 *(1) a summary of information with respect to the*
11 *operation and results of the programs and plans of the*
12 *departments,*

13 *(2) a summary of information received by the Com-*
14 *mission from the departments in accordance with sub-*
15 *section (a) of this section, and*

16 *(3) such recommendations and other matters as*
17 *the President or the Commission may deem appropriate*
18 *or which may be required by the Congress.*

19 *(c) The Commission annually shall submit to the Presi-*
20 *dent for his approval and for transmittal to the Congress*
21 *a report including the information received by the Commis-*
22 *sion from the departments under paragraphs (2) and (3)*
23 *of subsection (a) of this section.*

GENERAL

1

2 *SEC. 19. (a) To the extent authorized by regulation of*
3 *the President, contributions and awards incident to training*
4 *in non-Government facilities may be made to and accepted*
5 *by employees, and payment of travel, subsistence, and other*
6 *expenses incident to attendance at meetings may be made to*
7 *and accepted by employees, without regard to the provisions*
8 *of section 1914 of title 18 of the United States Code: Pro-*
9 *vided, That such contributions, awards, and payments are*
10 *made by an organization determined by the Secretary of the*
11 *Treasury to be an organization described in section 501*
12 *(c) (3) of the Internal Revenue Code of 1954 which is*
13 *exempt from taxation under section 501 (a) of such Code.*

14 *(b) Hereafter any appropriation available to any de-*
15 *partment for expenses of travel shall be available for expenses*
16 *of attendance at meetings which are concerned with the func-*
17 *tions or activities for which the appropriation is made or*
18 *which will contribute to improved conduct, supervision, or*
19 *management of those functions or activities.*

20 *(c) Whenever, under the authority of subsection (a),*
21 *a contribution, award, or payment, in cash or in kind, is*
22 *made to an employee for travel, subsistence, or other expenses,*
23 *an appropriate reduction, in accordance with regulations of*
24 *the Director of the Bureau of the Budget shall be made from*
25 *any payment by the Government to such employee for travel,*

1 subsistence, or other expenses incident to training in a non-
2 Government facility or incident to attendance at a meeting.

3 (d) Nothing in this Act shall be construed to authorize
4 the training of any employee by, in, or through any non-
5 Government facility any substantial part of the activities of
6 which is (1) the carrying on of propaganda, or otherwise
7 attempting, to influence legislation or (2) the participation
8 or intervention in (including the publishing or distributing
9 of statements) any political campaign on behalf of any can-
10 didate for public office.

11 (e) The functions, duties, and responsibilities of the
12 Commission under this Act shall be exercised subject to
13 supervision and control by the President and review by the
14 Congress.

15 TRANSITION FROM EXISTING GOVERNMENT TRAINING
16 PROGRAMS

17 SEC. 20. In order to facilitate the transition from ex-
18 isting Government training programs and notwithstanding
19 any provision of this Act to the contrary or the repeal or
20 amendment of any provision of law thereby, the education,
21 instruction, and training, either within or outside the Govern-
22 ment, of employees of any department, under any program
23 in effect immediately prior to the date of enactment of this
24 Act, may be initiated, continued, and completed until the
25 expiration of the day immediately preceding (1) the day

1 on which such department shall have placed in effect, in
 2 accordance with section 7 of this Act, a program or pro-
 3 grams of training or (2) the first day following the date of
 4 expiration of the period of two hundred and seventy days
 5 following enactment of this Act specified in such section 7,
 6 whichever day first occurs. All such education, instruction,
 7 and training initiated or uncompleted prior to the day
 8 specified in clause (1) or the day specified in clause (2) of
 9 this section, whichever day first occurs, may be continued
 10 and completed under such program on and after such day.

11 REPEAL AND AMENDMENT OF EXISTING EMPLOYEE

12 TRAINING LAWS

13 SEC. 21. (a) The respective provisions of law speci-
 14 fied in subsections (b) and (c) of this section are each re-
 15 pealed or amended, as the case may be, as provided in such
 16 subsections, each such repeal and amendment to be effective
 17 (1) on and after the day on which the department listed
 18 with respect to such provision of law shall have placed in
 19 effect, in accordance with section 7 of this Act, a program
 20 or programs of training or (2) on and after the first day
 21 following the date of expiration of the period of two hundred
 22 and seventy days following enactment of this Act specified
 23 in such section 7, whichever day first occurs.

24 (b) The following provisions of law with respect to
 25 the following departments are repealed and amended, ef-

1 *fective in the manner provided in subsection (a) of this*
2 *section:*

3 (1) *Atomic Energy Commission: Paragraph n of*
4 *section 161 of the Atomic Energy Act of 1954 (68*
5 *Stat. 950; 42 U. S. C. 2201 (n)) is repealed. Para-*
6 *graphs o, p, q, r, and s of such section 161 are redesign-*
7 *ated as paragraphs n, o, p, q, and r, respectively, of*
8 *such section.*

9 (2) *Central Intelligence Agency: Section 4 of the*
10 *Central Intelligence Agency Act of 1949 (63 Stat. 208;*
11 *50 U. S. C. 403d) is repealed. Sections 5, 6, 7, 8, 10,*
12 *11, and 12 of such Act are redesignated as sections 4,*
13 *5, 6, 7, 8, 9, and 10, respectively, of such Act.*

14 (3) *Civil Aeronautics Administration, Department*
15 *of Commerce: Section 307 (b) and (c) of the Civil*
16 *Aeronautics Act of 1938, as amended (64 Stat. 417;*
17 *49 U. S. C. 457 (b) and (c)), is repealed. Section*
18 *307 (a) of such Act is amended by striking out "(a)".*

19 (4) *Federal Maritime Board and the Maritime*
20 *Administration, Department of Commerce: The last*
21 *sentence in section 201 (e) of the Merchant Marine*
22 *Act, 1936, as amended (53 Stat. 1182; 46 U. S. C.*
23 *1111 (e)), is repealed.*

24 (5) *National Advisory Committee for Aeronautics:*
25 *The Act entitled "An Act to promote the national de-*

1 *fense and to contribute to more effective aeronautical*
 2 *research by authorizing professional personnel of the*
 3 *National Advisory Committee for Aeronautics to attend*
 4 *accredited graduate schools for research and study",*
 5 *approved April 11, 1950, as amended (64 Stat. 43; 68*
 6 *Stat. 78; 50 U. S. C. 160a-160f), is repealed.*

7 (6) *Bureau of Public Roads, Department of Com-*
 8 *merce: Section 16 of the Defense Highway Act of 1941*
 9 *(55 Stat. 770; 23 U. S. C. 116) is repealed.*

10 (7) *Veterans' Administration: Section 235 of the*
 11 *Veterans' Benefits Act of 1957 (71 Stat. 94; Public*
 12 *Law 85-56), subsections (b) and (c) of section 1413 of*
 13 *the Veterans' Benefits Act of 1957 (71 Stat. 134 and*
 14 *135; Public Law 85-56), and that part of the first*
 15 *sentence of paragraph 9 of part VII of Veterans Regula-*
 16 *tion Numbered 1 (a) (57 Stat. 45; 38 U. S. C., ch.*
 17 *12A) which follows the words "The Administrator shall*
 18 *have the power" and ends with a semicolon and the words*
 19 *"and also", are repealed.*

20 (c) *Section 803 of the Civil Aeronautics Act of 1938,*
 21 *as amended (60 Stat. 945; 49 U. S. C. 603), is amended—*

22 (1) *by inserting "and" immediately following the*
 23 *semicolon at the end of clause (6) of such section,*

24 (2) *by striking out the semicolon at the end of clause*

25 *(7) of such section, and*

(3) by striking out "and (8) detail annually, within the limits of available appropriations made by Congress, members of the Weather Bureau personnel for training at Government expense, either at civilian institutions or otherwise, in advanced methods of meteorological science: Provided, That no such member shall lose his individual status or seniority rating in the Bureau merely by reason of absence due to such training".

EXISTING RIGHTS AND OBLIGATIONS

SEC. 22. Nothing contained in this Act shall affect (1) any contract, agreement, or arrangement entered into by the Government, either prior to the date of enactment of this Act or under authority of section 20, for the education, instruction, or training of personnel of the Government, and (2) the respective rights and liabilities (including seniority, status, pay, leave, and other rights of personnel of the Government) with respect to the Government in connection with any such education, instruction, and training or in connection with any such contract, agreement, or arrangement.

ABSORPTION OF COSTS WITHIN FUNDS AVAILABLE

SEC. 23. (a) The Director of the Bureau of the Budget is authorized and directed to provide by regulation for the absorption by the respective departments, from the respective applicable appropriations or funds available for the fiscal

1 *year in which this Act is enacted and for each succeeding fis-*
2 *cal year, to such extent as the Director deems practicable, of*
3 *the costs of the training programs and plans provided for by*
4 *this Act.*

5 *(b) Nothing contained in subsection (a) of this section*
6 *shall be held or considered to require (1) the separation from*
7 *the service of any individual by reduction in force or other*
8 *personnel action or (2) the placing of any individual in a*
9 *leave-without-pay status.*

Amend the title so as to read: "An Act to increase efficiency and economy in the Government by providing for training programs for civilian officers and employees of the Government with respect to the performance of official duties."

Passed the Senate April 12, 1957.

Attest:

FELTON M. JOHNSTON,

Secretary.

85TH CONGRESS
2d Session

S. 385

[Report No. 1951]

AN ACT

To authorize the training of Federal employees at public or private facilities, and for other purposes.

APRIL 15, 1957

Referred to the Committee on Post Office and Civil Service

JUNE 24, 1958

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(For Department Staff Only)

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HIGHLIGHTS: House rejected resolution to consider farm bill. Senate passed measure to extend special milk program. House passed employee training bill. Senate returned accrued expenditures budgeting bill to committee. House received revised conference report on mutual security authorization bill.

HOUSE

1. FARM PROGRAM. Rejected, 171 to 214, a resolution for consideration of H. R. 12954, the omnibus farm bill. pp. 11122-145
2. PERSONNEL. Passed under suspension of the rules and returned to the Senate S. 385, to provide general legislative authority for the training of Federal employees. (pp. 11149-158) The report of the Post Office and Civil Service Committee contains the following statements in explanation of the provisions of the bill:

"Basic and general legislative authority is provided for interdepartment, intradepartment, and outservice training (that is, training in non-Government facilities) of Government employees when such training will promote efficiency, economy, and better service.

"Government payment of the expenses of such training is authorized, with special controls on expenditures for outservice training.

"This training authority is granted to all departments and agencies in the executive branch (with several necessary exceptions), the General Accounting Office, the Library of Congress, the Government Printing Office, and the District of Columbia government.

"The President is authorized to exempt any department or agency (or any part thereof) or employees from any or all provisions of the bill where he deems such exemption appropriate, but he may not extend its coverage. This authority does not extend to the relieving of the Civil Service Commission of any function, responsibility, or duty imposed on the Commission by the bill other than its responsibility for the training of its own employees.

"Each department and agency is directed to (1) review its training needs within 90 days after enactment and at least every 3 years thereafter, (2) establish and maintain training programs to meet those needs, (3) operate these programs in accordance with law and regulations, (4) utilize its own resources, and other available Government resources, so far as practicable, and (5) encourage and recognize employees self-training and self-development.

"General responsibility for coordinating training programs and assisting the departments and agencies is imposed on the Civil Service Commission, subject to supervision and control of the President and review by the Congress. The Commission is directed to (1) promote, coordinate, and assist in department and agency training programs; (2) issue necessary standards and regulations after consultation with the departments and agencies as to their needs; (3) review department and agency training programs and activities and report thereon to the President and the Congress; and (4) enforce compliance with the law, regulations, and standards governing outservice training. It should be noted that a number of matters to be covered by the Civil Service Commission regulations are spelled out in the bill.

"The bill consolidates into one comprehensive law most of the special training authorities now in existence. It makes unnecessary, and will repeal, existing legislation which now authorizes eight agencies to provide outservice training of employees. Also, it eliminates any need for yearly reenactment of outservice training authority presently granted five departments or agencies and the District of Columbia government through appropriation language. It will eliminate the need for additional special legislation now being sought by other departments and agencies. ...

"Section 23 of the reported bill contains provisions for the absorption of costs of this training program within funds available to the departments and agencies. These are to have substantially the same effect as the provisions for absorption of costs contained in the recently enacted Federal Employees Salary Increase Act of 1958 (Public Law 85-462). ...

"The committee emphasizes that enactment of this legislation will not result in the creation of any new board, commission, bureau, or similar authority to carry out its provisions and that the central point of responsibility and accountability shall be the Civil Service Commission -- subject to the usual supervision and control by the Chief Executive and review by the Congress.

"The committee obtained a commitment from the Director of the Bureau of the Budget and from the witnesses for the Civil Service Commission that the training programs authorized by this legislation will be established and maintained within the limits of regular appropriations or other available funds, to the maximum practicable extent, and that the assignment of additional personnel for this purpose would be kept at a minimum." ...

"The Director of the Bureau of the Budget also indicated that, as a general policy, the Bureau will not approve any new budget request for training authority to be included in appropriation acts in any year after the year in which this bill is enacted. This is in accordance with the purpose and intent of the bill and the policy of the committee.

"The matter of cost was given primary consideration throughout the committee deliberations in recognition of the importance of preventing in advance any mushrooming of costs or expansion of payrolls whenever approving a new program -- a matter in which the Congress always is directly concerned."

3. FOREIGN AID. Received a revised conference report on H. R. 12181, the mutual security authorization bill (H. Rept. 2038). (pp. 11109-118) See Digest 103 for items of interest to this Department.
4. CIVIL DEFENSE. Passed without amendment H. R. 12827, to extend the standby emergency authorities of FCDA until June 30, 1962. pp. 11121-122
5. TAXATION. Received the conference report on H. R. 12695, to extend for 1 year the corporate normal-tax rate and certain excise tax rates, and to repeal the tax on transportation. The Senate agreed to the report earlier. pp. 11145-146, 11221-223 (H. Rept. 2025)
Reps. McCarthy and Saylor urged repeal of the tax on transportation. pp. 11177, 11180
6. TRAVEL EXPENSES. Passed under suspension of the rules H. R. 11133, to amend the Administrative Expenses Act so as to provide for the payment of travel costs for certain Federal personnel appointments to areas in which the CSC has determined there is a manpower shortage. pp. 11168-169
7. ROADS. Passed as reported H. R. 12776, to revise and codify title 23 of the U. S. Code, entitled "Highways." pp. 11169-170
8. PROPERTY. The Government Operations Committee reported without amendment H. R. 12165, to extend for 2 years the period for which payments in lieu of taxes may be made with respect to certain real property transferred by RFC and its subsidiaries to other Government Departments (H. Rept. 2024). p. 11184
9. TRANSPORTATION. H. R. 12832, the omnibus transportation bill, as reported by the Interstate and Foreign Commerce Committee (see Digest 100) freezes the so-called agricultural exemption from motor-carrier regulation by the Interstate Commerce Commission to the present list of exemptions, except for a roll-back on frozen fruits, frozen berries, frozen vegetables, coffee, tea, cocoa, hemp, wool imports, and certain categories of domestic wool (i.e., these articles would no longer be exempt). The committee report contains the following statement regarding this provision:
"Regulated carriers are handicapped in their competition with non-regulated carriers for traffic in exempt agricultural commodities. The unregulated carriers are not subject to ICC operating authority, control, rate regulation, rules requiring equal treatment to shippers, areas and commodities, and rules requiring insurance and claims responsibility to which all regulated carriers are subjected. The nonregulated carriers can pick and choose whatever traffic they desire and establish their rates at whatever levels they wish without making them public and without considering whether the charges are reasonable or nondiscriminatory, as required by regulated carriers. As a consequence, large and ever-increasing

volumes of important agricultural commodities and seafood previously handled by regulated carriers, both rail and truck, have been diverted to the exempt truckers and the diversion continues. The impact upon the regulated carriers is already serious. The removal of further classes of traffic from the regulated category is threatened by the trend of administrative and judicial determinations, expanding the scope of the exemption.

"If the Supreme Court's 'continuing substantial identity' test continues to be applied literally by the courts, it is conceivable that a considerable number of other commodities will be held to be exempt, such as canned fruits and vegetables which are processed at large industrial plants rather than by farmers. It is important that this trend be halted before the position of the regulated carriers is more seriously impaired. The committee, therefore, recommends a freezing, with a slight rollback, of the agricultural exemption in accordance with ruling No. 107, March 19, 1958, Bureau of Motor Carriers of the Interstate Commerce Commission. This amendment would halt further expansion of the scope of the exemption, and it would return to economic regulation the transportation of frozen fruits, frozen berries, frozen vegetables, coffee, tea, cocoa, hemp, imported wool and certain categories of domestic wool. The transportation of cooked fish or shellfish, now subject to regulations is made exempt from such regulation. It is not intended that this exemption shall apply to fish or shellfish which have been treated for preserving such as canned, smoked, salted, pickled, spiced, corned or kippered products.

"Any person engaged on June 1, 1958, in trucking the aforementioned commodities which are returned to regulation by this amendment would be entitled upon application to a certificate or permit allowing him, under regulation, to continue hauling the same commodities within the same areas or between the same points."

10. FORESTRY. The Interior and Insular Affairs Committee reported without amendment H. R. 6038, to authorize transfers of land between the Sequoia National Forest and the Kings Canyon National Park. (H. Rept. 2032). p. 11184
11. TOBACCO. The Tobacco Subcommittee of the Agriculture Committee ordered reported H. R. 12840, to provide a single acreage allotment for Va. sun-cured and Va. fire-cured tobaccos if farmers vote approval in a referendum. p. D601
12. MINING. A subcommittee of the Interior and Insular Affairs Committee ordered reported with amendment S. 3199, to specify the period for doing annual assessment work on unpatented mineral claims. p. D602
13. WILDLIFE. A subcommittee of the Merchant Marine and Fisheries Committee ordered reported with amendments S. 2617, to authorize the purchase by the Secretary of the Interior of wetlands and small areas for migratory bird sanctuaries from funds collected from the sale of Migratory Bird hunting stamps, and S. 2447, to authorize studies by Interior of the effects of insecticides upon fish and wildlife. p. D602
14. MINERALS; WATER RESOURCES. Passed under suspension of the rules H. R. 11123, to authorize Interior to perform surveys, investigations, and research in geology, biology, minerals and water resources. pp. 11161-162
15. FOREIGN CONSTRUCTION. Received from the Government Operations Committee a report "pertaining to foreign-aid construction projects" (H. Rept. 2012). p. 11184

Surgeon General, in accordance with the same procedures and subject to the same limitations and conditions as would be applicable to the making of a grant under this title for the construction of such project. Any such application may be approved in any fiscal year only if sufficient funds are available from the allotment for the type of facility involved. All loans under this part shall be paid directly to the applicant.

Terms of loans

"Sec. 663. (a) The amount of a loan under this part shall not exceed an amount equal to the Federal share of the estimated cost of construction of the project. Where a loan under this part and a grant under part C or part G are made with respect to the same project, the aggregate amount of such loan and such grant shall not exceed an amount equal to the Federal share of the estimated cost of constructing the project. Each loan shall bear interest at the rate arrived at by adding one-quarter of 1 percent per annum to the rate which the Secretary of the Treasury determines to be equal to the current average yield on all outstanding marketable obligations of the United States as of the last day of the month preceding the date the application for the loan is approved and by adjusting the result so obtained to the nearest one-eighth of 1 percent. Each loan made under this part shall mature not more than 40 years after the date on which such loan is made: *Provided*, That nothing in this act shall prohibit the payment of all or part of the loan at any time prior to the maturity date. In addition to the terms and conditions provided for, each loan under this part shall be made subject to such terms, conditions, and covenants relating to repayment of principal, payment of interest, and other matters as may be agreed upon by the applicant and the Surgeon General.

"(b) Where the Surgeon General determines it necessary to protect the financial interest of the United States, he may enter into agreements modifying any of the terms and conditions of a loan made under this part.

"(c) If, at any time before a loan for a project has been repaid in full, any of the events specified in clause (A) or clause (B) of section 625 (e) shall occur with respect to such project, the unpaid balance of the loan shall become immediately due and payable by the applicant, and any transferee of the facility shall be liable to the United States for such repayment.

Funds for loans by the Surgeon General

"Sec. 664. Any loan under this title shall be made out of the allotment from which a grant for the project concerned would be made. Payments of interest and repayments of principal on loans under this part shall be deposited in the Treasury as miscellaneous receipts."

The SPEAKER. Is a second demanded?

Mr. AVERY. Mr. Speaker, I demand a second.

The SPEAKER. Without objection, a second will be considered as ordered.

There was no objection.

Mr. HARRIS. Mr. Speaker, this bill is also an amendment to the Hospital Construction Act which would provide for loans to be made under all the conditions and circumstances and requirements provided for grants under present law. The purpose of this bill is to permit certain applicants who otherwise, because of their own deep and fundamental beliefs could not accept grants from the Federal Government for the

construction of such hospitals, to obtain loans, for a 40-year term, for this purpose.

It was brought to the attention of the committee that there are certain religious denominations which because of their deep-seated convictions, policies, and principles, cannot accept grants from the Federal Government, because of a policy of separation of church and state. Under this legislation they may make applications under the Hill-Burton program to obtain loans for such purposes in lieu of grants. All of the requirements of the present Hill-Burton law must be met, and applicant must comply with the State plans of the various States under this program.

That is, very briefly, what this bill would do. We think those who would contribute to the welfare of the sick and needy should have the benefit of the consideration of this bill, and should have the opportunity of receiving loans instead of grants for this purpose.

Mr. Speaker, I yield 3 minutes to the gentleman from Mississippi [Mr. WILLIAMS], a member of the committee.

Mr. WILLIAMS of Mississippi. Mr. Speaker, the chairman of the Committee on Interstate and Foreign Commerce has given a very good explanation of this bill.

Among the church groups who maintain hospitals around the country and are affected by this legislation are the Baptists and the Pentecostal Church. I am informed there is a possibility, although it is not definite, that members of the Church of Christ might be subject to this legislation, as well as other Protestant denominations.

This bill provides simply that those church or charitable organizations who can otherwise qualify for Hill-Burton grants, but whose religious creed and beliefs do not permit them to accept grants from Government sources would be permitted, in lieu of receiving a grant, to receive a loan from the Federal Government, repayable over a period of 40 years.

As far as I know, there is no opposition to this legislation. It does not cost the Government a penny. On the contrary, such money as will be repaid into the Hill-Burton program in repayment of loans will in actuality reduce the overall cost of the Hill-Burton program.

This legislation was reported from the subcommittee and from the full committee unanimously.

Mr. HIESTAND. Mr. Speaker, will the gentleman yield?

Mr. WILLIAMS of Mississippi. I yield to the gentleman from California.

Mr. HIESTAND. I see nothing in the bill or in the report as to the limitation of the total authorization or the amount. Will the gentleman explain how this is limited?

Mr. WILLIAMS of Mississippi. There is no authorization under this bill for any additional appropriation. Such funds as may be loaned to these organizations in lieu of outright grants will be charged against the overall appropriation for the Hill-Burton program.

Mr. HIESTAND. So there is no limitation?

Mr. WILLIAMS of Mississippi. That is right.

Mr. NEAL. Mr. Speaker, will the gentleman yield?

Mr. WILLIAMS of Mississippi. I yield to the gentleman from West Virginia.

Mr. NEAL. Mr. Speaker, I think the matter has been pretty well explained. The religious institutions that have rules and regulations that prevent them from accepting Federal funds on a matching basis must, under the terms of this bill, meet all other requirements of the Hill-Burton Act. The limitation as to the amount of money will be upon the same basis as if they were permitted to take the full benefit of the Hill-Burton program.

We feel that this is meritorious legislation and wholly complies with the wishes of the organizations to be affected. We believe this bill ought to pass.

Mr. AVERY. Mr. Speaker, I know of no opposition to this bill, but I should like to take 30 seconds to express the appreciation of all the taxpayers of America to the religious denomination that requested this legislation. To my knowledge, this is the first time in the 4 years I have been here that any organization has turned down a grant in favor of a loan.

We have no further requests for time, Mr. Speaker.

Mr. MACK of Illinois. Mr. Speaker, I join with my colleagues in support of this legislation. I hope the House adopts the recommendations of the committee and passes this bill. I want to make it very clear that it was the understanding in the committee that once this decision is made as to whether this will be a grant or a loan, it would be considered as such from that time forward.

There are institutions which have conscientious objections to accepting grants under the Hill-Burton hospital construction program. They should be offered financial assistance on a loan basis.

The SPEAKER. The question is, Will the House suspend the rules and pass the bill?

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

A motion to reconsider was laid on the table.

FURTHER MESSAGE FROM THE SENATE

A further message from the Senate, by Mr. Carrell, one of its clerks, announced that the Senate agrees to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 12695) entitled "An act to provide a 1-year extension of the existing corporate normal-tax rate and of certain excise-tax rates."

TRAINING OF FEDERAL EMPLOYEES AT PUBLIC OR PRIVATE FACILITIES

The SPEAKER. The Chair recognizes the gentleman from Tennessee [Mr. MURRAY].

Mr. MURRAY. Mr. Speaker, I move to suspend the rules and pass the bill (S. 385) to authorize the training of Federal employees at public or private facilities, and for other purposes, as amended.

The Clerk read as follows:

Be it enacted, etc.—

SHORT TITLE

SECTION 1. This act may be cited as the "Government Employees Training Act."

DECLARATION OF POLICY

SEC. 2. It is hereby declared to be the policy of the Congress—

(1) that, in order to promote efficiency and economy in the operation of the Government and provide means for the development of maximum proficiency in the performance of official duties by employees thereof, to establish and maintain the highest standards of performance in the transaction of the public business, and to install and utilize effectively the best modern practices and techniques which have been developed, tested, and proved within or outside of the Government, it is necessary and desirable in the public interest that self-education, self-improvement, and self-training by such employees be supplemented and extended by Government-sponsored programs, provided for by this act, for the training of such employees in the performance of official duties and for the development of skills, knowledge, and abilities which will best qualify them for performance of official duties;

(2) that such programs shall be continuous in nature, shall be subject to supervision and control by the President and review by the Congress, and shall be so established as to be readily expandable in time of national emergency;

(3) that such programs shall be designed to lead to (A) improved public service, (B) dollar savings, (C) the building and retention of a permanent cadre of skilled and efficient Government employees, well abreast of scientific, professional, technical, and management developments both in and out of Government, (D) lower turnover of personnel, (E) reasonably uniform administration of training, consistent with the missions of the Government departments and agencies, and (F) fair and equitable treatment of Government employees with respect to training; and

(4) that the United States Civil Service Commission shall be responsible and have authority, subject to supervision and control by the President, for the effective promotion and coordination of such programs and of training operations thereunder.

DEFINITIONS

SEC. 3. For the purposes of this act—

(1) the term "Government" means the Government of the United States of America and the municipal government of the District of Columbia;

(2) the term "department", subject to the exceptions contained in section 4, means (A) each executive department, (B) each independent establishment or agency in the executive branch, (C) each Government-owned or controlled corporation subject to title I or title II of the Government Corporation Control Act, (D) the General Accounting Office, (E) the Library of Congress, (F) the Government Printing Office, and (G) the municipal government of the District of Columbia;

(3) the term "employee", subject to the exceptions contained in section 4, means any civilian officer or employee in or under a department, including officers of the Coast and Geodetic Survey in the Department of Commerce;

(4) the term "Commission" means the United States Civil Service Commission;

(5) the term "training" means the process of providing for and making available to an

employee, and placing or enrolling such employee in, a planned, prepared, and coordinated program, course, curriculum, subject, system, or routine of instruction or education, in scientific, professional, technical, mechanical, trade, clerical, fiscal, administrative, or other fields which are or will be directly related to the performance by such employee of official duties for the Government, in order to increase the knowledge, proficiency, ability, skill, and qualifications of such employee in the performance of official duties;

(6) the term "Government facility" means any property owned or substantially controlled by the Government and the services of any civilian and military personnel of the Government; and

(7) the term "non-Government facility" means (A) the government of any State, Territory, or possession of the United States, the government of the Commonwealth of Puerto Rico, and any interstate governmental organization, or any unit, subdivision, or instrumentality of any of the foregoing, (B) any foreign government or international organization, or instrumentality of either, which is designated by the President as eligible to provide training under this act, (C) any medical, scientific, technical, educational, research, or professional institution, foundation, agency, or organization, (D) any business, commercial, or industrial firm, corporation, partnership, proprietorship, or any other organization, and (E) any individual not a civilian or military officer or employee of the Government of the United States or of the municipal government of the District of Columbia. For the purposes of furnishing training by, in, or through any of the foregoing, the term "non-Government facility" also shall include the services and property of any of the foregoing furnishing such training.

EXCLUSIONS

SEC. 4. (a) This act shall not apply to—

(1) the President or Vice President of the United States,

(2) the Foreign Service of the United States under the Department of State,

(3) any corporation under the supervision of the Farm Credit Administration of which corporation any member of the board of directors is elected or appointed by private interests,

(4) the Tennessee Valley Authority,

(5) any individual appointed by the President by and with the advice and consent of the Senate or by the President alone, unless such individual is specifically designated by the President for training under this act, and

(6) any individual (except an officer of the Coast and Geodetic Survey in the Department of Commerce) who is a member of the uniformed services as defined in section 102 (a) of the Career Compensation Act of 1949, as amended, during any period in which he is receiving compensation under title II of such act.

(b) The President is authorized—

(1) to designate at any time in the public interest any department or part thereof, or any employee or employees therein (either individually or by groups or classes), as excepted from this act or any provision of this act (other than this section, section 21, and section 22), and

(2) to designate at any time in the public interest any such department or part thereof, or any such employee or employees therein, so excepted, as again subject to this act or any such provision of this act.

Such authority of the President shall not include the authority to except the Commission from any provision of this act which vests in or imposes upon the Commission any function, duty, or responsibility with respect to any matter other than the establishment, operation, and maintenance by the Commission, in the same capacity as any

other department, of programs and plans of training for employees of the Commission.

DEPARTMENTAL REVIEWS OF TRAINING NEEDS

SEC. 5. Within 90 days after the date of enactment of this act and at least once every 3 years after the expiration of such 90-day period, the head of each department shall conduct and complete a review of the needs and requirements of such department for the training of employees under its jurisdiction. Upon request of a department, the Commission is authorized, in its discretion, to assist such department in connection with such review of needs and requirements. Information obtained or developed in any such review shall be made available to the Commission at its request.

TRAINING REGULATIONS OF COMMISSION

SEC. 6. (a) The Commission after consideration of the needs and requirements of each department for training of its employees and after consultation with those departments principally concerned, shall prescribe regulations containing the principles, standards, and related requirements for the programs, and plans thereunder, for the training of employees of the departments under authority of this act (including requirements for appropriate coordination of and reasonable uniformity in such training programs and plans of the departments). Such regulations, when promulgated, shall provide for the maintenance of necessary information with respect to the general conduct of the training activities of each department, and such other information as may be necessary to enable the President and the Congress to discharge effectively their respective duties and responsibilities for supervision, control, and review of training programs authorized by this act. Such regulations also shall cover with respect to training by, in, and through Government facilities and non-Government facilities—

(1) requirements with respect to the determination and continuing review by each department of its needs and requirements in connection with such training;

(2) the scope and conduct of the programs and plans of each department for such training;

(3) the selection and assignment for such training of employees of each department;

(4) the utilization in each department of the services of employees who have undergone any such training;

(5) the evaluation of the results and effects of programs and plans for such training;

(6) the interchange among the departments of information concerning such training;

(7) the submission by the departments of reports on the results and effects of programs and plans of such training and economies resulting therefrom, including estimates of costs of training by, in and through non-Government facilities;

(8) such requirements and limitations as may be necessary with respect to payments and reimbursements in accordance with section 10; and

(9) such other matters as the Commission deems appropriate or necessary to carry out the provisions of this act.

(b) In addition to matters set forth in subsection (a) of this section, the regulations of the Commission shall, with respect to the training of employees by, in, or through non-Government facilities—

(1) prescribe general policies governing the selection of a non-Government facility to provide such training;

(2) authorize training of employees by, in, or through a non-Government facility only after determination by the head of the department concerned that adequate training for such employees by, in, or through a Government facility is not reasonably available and that appropriate consideration has

been given to the then existing or reasonably foreseeable availability and utilization of fully trained employees; and

(3) prohibit the training of an employee by, in, or through a non-Government facility for the purpose of filling a position by promotion if there is in the department concerned another employee of equal ability and suitability who is fully qualified to fill such position and is available at, or within a reasonable distance from, the place or places where the duties of such position are to be performed.

(c) From time to time and in accordance with this act, the Commission may revise, supplement, or abolish its regulations prescribed under this section and may prescribe additional regulations.

(d) Nothing contained in this section shall be construed to authorize the Commission to prescribe the types and methods of intradepartmental training programs.

ESTABLISHMENT OF PROGRAMS OF TRAINING THROUGH GOVERNMENT AND NON-GOVERNMENT FACILITIES

SEC. 7. Within 270 days after the date of enactment of this act, the head of each department shall prepare, establish, and place in effect a program or programs, and a plan or plans thereunder, in conformity with this act, for the training of employees in or under such department by, in, and through Government facilities and non-Government facilities in order to increase economy and efficiency in the operations of the department and to raise the standard of performance by employees of their official duties to the maximum possible level of proficiency. Each such program, and plan or plans thereunder, shall conform, on and after the effective date of the regulations prescribed by the Commission under section 6 of this act, to the principles, standards, and related requirements contained in such regulations then current, shall be operated and maintained in accordance with the provisions of this act, and shall provide for adequate administrative control by appropriate authority. Two or more departments jointly may operate under any such training program. Each such program shall provide for the encouragement of self-training by employees by means of appropriate recognition of resultant increases in proficiency, skill, and capability.

GENERAL PROVISIONS OF PROGRAMS OF TRAINING THROUGH GOVERNMENT FACILITIES

SEC. 8. The program or programs of each department for the training of employees by, in, and through Government facilities under authority of this act—

(1) shall provide for training, insofar as practicable, by, in, and through those Government facilities which are under the jurisdiction or control of such department, and

(2) shall provide for the making by such department to the extent necessary and appropriate, of agreements with other departments, and with other agencies in any branch of the Government, on a reimbursable basis if so requested by such other departments and agencies, (A) for the utilization in such program or programs of those Government facilities under the jurisdiction or control of such other departments and agencies and (B) for extension to employees of such department of training programs of such other departments.

GENERAL PROVISIONS OF PROGRAMS OF TRAINING THROUGH NON-GOVERNMENT FACILITIES

SEC. 9. (a) The head of each department is authorized to enter into agreements or make other appropriate arrangements for the training of employees of such department by, in, or through non-Government facilities in accordance with this act, without regard to section 3709 of the Revised Statutes (41 U. S. C. 5).

(b) The program or programs of each department for the training of employees by,

in, and through non-Government facilities under authority of this act shall—

(1) provide for information to be made available to employees of such department with respect to the selection and assignment of such employees for training by, in, and through non-Government facilities and the limitations and restrictions applicable to such training in accordance with this act, and

(2) give appropriate consideration to the needs and requirements of such department in recruiting and retaining scientific, professional, technical, and administrative employees.

(c) Each department shall issue such regulations as the department deems necessary to implement the regulations of the Commission issued under section 6 (a) (8) in order to protect the Government with respect to payment and reimbursement of training expenses.

EXPENSES OF TRAINING THROUGH GOVERNMENT FACILITIES AND NON-GOVERNMENT FACILITIES

SEC. 10. The head of each department in accordance with regulations issued by the Commission under authority of section 6 (a) (8) is authorized, from funds appropriated or otherwise available to such department, (1) to pay all or any part of the salary, pay, or compensation (excluding overtime, holiday, and night differential pay) of each employee of such department who is elected and assigned for training by, in, or through Government facilities or non-Government facilities under authority of this act, for each period of such training of such employee, and (2) to pay, or reimburse such employee for, all or any part of the necessary expenses of such training, without regard to section 3648 of the Revised Statutes (31 U. S. C. 529), including among such expenses the necessary costs of (A) travel and per diem in lieu of subsistence in accordance with the Travel Expenses Act of 1949, as amended, and the Standardized Government Travel Regulations, or, in the case of commissioned officers of the Coast and Geodetic Survey in the Department of Commerce, section 303 of the Career Compensation Act of 1949, as amended, and the Joint Travel Regulations for the Uniformed Services; (B) transportation of immediate family, household goods and personal effects, packing, crating, temporary storage, drayage, and unpacking in accordance with the first section of the Administrative Expenses Act of 1946, as amended, and Executive Order No. 9805, as amended (except that in the case of commissioned officers of the Coast and Geodetic Survey in the Department of Commerce, such expenses shall be paid under section 303 of the Career Compensation Act of 1949, as amended, and the Joint Travel Regulations for the Uniformed Services), whenever the estimated costs of such transportation and related services are less than the estimated aggregate per diem payments for the period of training, (C) tuition and matriculation fees, (D) library and laboratory services, (E) purchase or rental of books, materials, and supplies, and (F) other services or facilities directly related to the training of such employee. Such expenses of training shall not be deemed to include membership fees except to the extent that such fees are a necessary cost directly related to the training itself or that payment thereof is a condition precedent to undergoing such training.

AGREEMENTS OF EMPLOYEES RECEIVING TRAINING THROUGH NON-GOVERNMENT FACILITIES TO CONTINUE IN GOVERNMENT SERVICE FOR CERTAIN PERIODS

SEC. 11. (a) Each employee who is selected for training by, in, or through a non-Government facility under authority of this act shall, prior to his actual assignment for such training, enter into a written agreement with the Government to the effect that (1) after the expiration of the period of his training,

he will continue in the service of his department for a period at least equal to three times the length of the period of such training unless he is involuntarily separated from the service of his department, and (2) if he is voluntarily separated from the service of his department prior to the expiration of the period for which he has agreed to continue in the service of his department after such period of training, he will pay to the Government the amount of the additional expenses incurred by the Government in connection with his training. No employee selected for such training shall be assigned thereto unless he has entered into such agreement.

(b) An employee who, by reason of his entrance into the service of another department or of any other agency in any branch of the Government, fails to continue, after his training, in the service of his department for the period specified in such agreement, shall not be required to pay to the Government the amount of the additional expenses incurred by the Government in connection with his training unless the head of the department which has authorized such training notifies the employee prior to the effective date of his entrance into the service of such other department or agency that such payment will be required under authority of this section.

(c) If any employee (other than an employee relieved of liability under subsection (b) of this section or under subsection (b) of section 4) fails to fulfill his agreement to pay to the Government the additional expenses incurred by the Government in connection with his training, a sum equal to the amount of such additional expenses of training shall be recoverable by the Government from such employee or his estate (1) by setoff of accrued salary, pay, compensation, amount of retirement credit, or other amount due such employee from the Government and (2) by such other method as may be provided by law for the recovery of amounts owing to the Government. The head of the department concerned may, in accordance with regulations of the Commission, waive in whole or in part any right of recovery under this subsection, if it is shown that such recovery would be against equity and good conscience or against the public interest.

LIMITATIONS ON TRAINING OF EMPLOYEES THROUGH NONGOVERNMENT FACILITIES

SEC. 12. (a) The training of employees by, in, and through non-Government facilities under authority of this act shall be subject to the following provisions:

(1) The number of man-years of such training by, in, and through non-Government facilities for each department in any fiscal year shall not exceed 1 percent of the total number of man-years of civilian employment for such department in the same fiscal year as disclosed by the budget estimates for such department for such year.

(2) No employee having less than 1 year of current, continuous civilian service in the Government shall be eligible for such training unless the head of his department determines, in accordance with regulations of the Commission, that such training for such employee is in the public interest.

(3) In the first 10-year period of his continuous or noncontinuous civilian service in the Government following the date of his initial entry into the civilian service of the Government, and in each 10-year period of such service occurring thereafter, the time spent by an employee in such training shall not exceed 1 year.

(4) The Commission is authorized, in its discretion, to prescribe such other limitations, in accordance with the provisions and purposes of this act, with respect to the time which may be spent by an employee in such training, as the Commission deems appropriate.

(b) The Commission is authorized, in its discretion, to waive, with respect to any department or part thereof or any employee or employees therein, any or all of the restrictions covered by subsection (a) of this section, upon recommendation of the head of the department concerned, if the Commission determines that the application of any or all of such restrictions to any department or part thereof or employee or employees therein is contrary to the public interest. The Commission is further authorized, in its discretion, to reimpose in the public interest, with respect to any such department or part thereof, or any such employee or employees therein, any or all of the restrictions so waived.

PROHIBITION ON TRAINING THROUGH NONGOVERNMENT FACILITIES FOR SOLE PURPOSE OF OBTAINING ACADEMIC DEGREES

SEC. 13. Nothing contained in this act shall be construed to authorize the selection and assignment of any employee for training by, in, or through any non-Government facility under authority of this act, or the payment or reimbursement by the Government of the costs of such training, either (1) for the purpose of providing an opportunity to such employee to obtain an academic degree in order to qualify for appointment to a particular position for which such academic degree is a basic requirement or (2) solely for the purpose of providing an opportunity to such employee to obtain one or more academic degrees.

PROHIBITION ON TRAINING THROUGH FACILITIES ADVOCATING OVERTHROW OF THE GOVERNMENT BY FORCE OR VIOLENCE

SEC. 14. No part of any appropriation of, or of any funds available for expenditure by, any department shall be available for payment for the training of any employee by, in, or through any non-Government facility teaching or advocating the overthrow of the Government of the United States by force or violence, or by or through any individual with respect to whom determination has been made by a proper Government administrative or investigatory authority that, on the basis of information or evidence developed in investigations and procedures authorized by law or Executive orders of the President, there exists a reasonable doubt of his loyalty to the United States.

REVIEW BY COMMISSION OF PROGRAMS OF TRAINING THROUGH NONGOVERNMENT FACILITIES

SEC. 15. The Commission shall review, at such times and to such extent as it deems necessary, the operations, activities, and related transactions of each department in connection with the program or programs, and the plan or plans thereunder, of such department for the training of its employees by, in, and through non-Government facilities under authority of this act in order to determine whether such operations, activities, and related transactions are in compliance with such programs and plans, with the provisions and purposes of this act, and with the principles, standards, and related requirements contained in the regulations of the Commission prescribed thereunder. Upon request of the Commission, each department shall cooperate with and assist the Commission in such review. If the Commission finds that noncompliance exists in any department, the Commission, after consultation with such department, shall certify to the heads of such department its recommendations for modification or change of actions and procedures of such department thereafter in connection with such training programs and plans. If after a reasonable time for placing such recommendations in effect the Commission finds that noncompliance continues to exist in such department, the Commission shall report such noncompliance to the President for such action as he deems appropriate.

COLLECTION OF TRAINING INFORMATION BY COMMISSION

SEC. 16. The Commission is authorized, to the extent it deems appropriate in the public interest, to collect information, from time to time, with respect to training programs, plans, and methods in and outside the Government. Upon appropriate request, the Commission may make such information available to any department and to the Congress.

ASSISTANCE BY COMMISSION WITH RESPECT TO TRAINING PROGRAMS

SEC. 17. Upon request of any department, the Commission, to the extent of its facilities and personnel available for such purpose, shall provide advice and assistance in the establishment, operation, and maintenance of the programs and plans of such department for training under authority of this act.

REPORTS

SEC. 18. (a) Each department annually shall prepare and submit to the Commission, at such times and in such form as the Commission shall prescribe, reports on the programs and plans of such department for the training of employees by, in, and through Government facilities and non-Government facilities under authority of this act. Each such report shall contain—

(1) such information as the Commission deems appropriate with respect to the expenditures of such department in connection with such training.

(2) the name of each employee of such department (other than students participating in any cooperative educational program) who, during the period covered by the report, received training by, in, or through a non-Government facility for more than 120 days; the grade, title, and primary duties of the position held by such employee; the name of the non-Government facility from which such training was received; the nature, length, and cost to the Government of such training; and the relationship of such training to official Government duties,

(3) the name of each employee of such department who, during the period covered by the report, received a contribution or award in the manner provided by section 19 (a) of this act.

(4) a statement of the department with respect to the value of such training to the department,

(5) estimates of the extent to which economies and improved operations have resulted from such training, and

(6) such other information as the department or the Commission deems appropriate.

(b) The Commission shall include in its annual report a statement, in such form as shall be determined by the Commission with the approval of the President, with respect to the training of employees of the Government under authority of this act. Each such statement shall include—

(1) a summary of information with respect to the operation and results of the programs and plans of the departments,

(2) a summary of information received by the Commission from the departments in accordance with subsection (a) of this section, and

(3) such recommendations and other matters as the President or the Commission may deem appropriate or which may be required by the Congress.

(c) The Commission annually shall submit to the President for his approval and for transmittal to the Congress a report including the information received by the Commission from the departments under paragraphs (2) and (3) of subsection (a) of this section.

GENERAL

SEC. 19. (a) To the extent authorized by regulation of the President, contributions and awards incident to training in non-Government facilities may be made to and ac-

cepted by employees, and payment of travel, subsistence, and other expenses incident to attendance at meetings may be made to and accepted by employees, without regard to the provisions of section 1914 of title 18 of the United States Code: *Provided*, That such contributions, awards, and payments are made by an organization determined by the Secretary of the Treasury to be an organization described in section 501 (c) (3) of the Internal Revenue Code of 1954 which is exempt from taxation under section 501 (a) of such code.

(b) Hereafter any appropriation available to any department for expenses of travel shall be available for expenses of attendance at meetings which are concerned with the functions or activities for which the appropriation is made or which will contribute to improved conduct, supervision, or management of those functions or activities.

(c) Whenever, under the authority of subsection (a), a contribution, award, or payment, in cash or in kind, is made to an employee for travel, subsistence, or other expenses, an appropriate reduction in accordance with regulations of the Director of the Bureau of the Budget shall be made from any payment by the Government to such employee for travel, subsistence, or other expenses incident to training in a non-Government facility or incident to attendance at a meeting.

(d) Nothing in this act shall be construed to authorize the training of any employee by, in, or through any non-Government facility any substantial part of the activities of which is (1) the carrying on of propaganda, or otherwise attempting, to influence legislation or (2) the participation or intervention in (including the publishing or distributing of statements) any political campaign on behalf of any candidate for public office.

(e) The functions, duties, and responsibilities of the Commission under this act shall be exercised subject to supervision and control by the President and review by the Congress.

TRANSITION FROM EXISTING GOVERNMENT TRAINING PROGRAMS

SEC. 20. In order to facilitate the transition from existing Government training programs and notwithstanding any provision of this act to the contrary or the repeal or amendment of any provision of law thereby, the education, instruction, and training, either within or outside the Government, of employees of any department, under any program in effect immediately prior to the date of enactment of this act, may be initiated, continued, and completed until the expiration of the day immediately preceding (1) the day on which such department shall have placed in effect, in accordance with section 7 of this act, a program or programs of training or (2) the first day following the date of expiration of the period of 270 days following enactment of this act specified in such section 7, whichever day first occurs. All such education, instruction, and training initiated or uncompleted prior to the day specified in clause (1) or the day specified in clause (2) of this section, whichever day first occurs, may be continued and completed under such program on and after such day.

REPEAL AND AMENDMENT OF EXISTING EMPLOYEE TRAINING LAWS

SEC. 21. (a) The respective provisions of law specified in subsections (b) and (c) of this section are each repealed or amended, as the case may be, as provided in such subsections, each such repeal and amendment to be effective (1) on and after the day on which the department listed with respect to such provision of law shall have placed in effect, in accordance with section 7 of this act, a program or programs of training or (2) on and after the first day

following the date of expiration of the period of 270 days following enactment of this act specified in such section 7, whichever day first occurs.

(b) The following provisions of law with respect to the following departments are repealed and amended, effective in the manner provided in subsection (a) of this section:

(1) Atomic Energy Commission: Paragraph n of section 161 of the Atomic Energy Act of 1954 (68 Stat. 950; 42 U. S. C. 2201 (n)) is repealed. Paragraphs o, p, q, r, and s of such section 161 are redesignated as paragraphs n, o, p, q, and r, respectively, of such section.

(2) Central Intelligence Agency: Section 4 of the Central Intelligence Agency Act of 1949 (63 Stat. 208; 50 U. S. C. 403d) is repealed. Sections 5, 6, 7, 8, 10, 11, and 12 of such act are redesignated as sections 4, 5, 6, 7, 8, 9, and 10, respectively, of such act.

(3) Civil Aeronautics Administration, Department of Commerce: Section 307 (b) and (c) of the Civil Aeronautics Act of 1938, as amended (64 Stat. 417; 49 U. S. C. 457 (b) and (c)), is repealed. Section 307 (a) of such act is amended by striking out "(a)".

(4) Federal Maritime Board and the Maritime Administration, Department of Commerce: The last sentence in section 201 (e) of the Merchant Marine Act, 1936, as amended (53 Stat. 1182; 46 U. S. C. 1111 (e)), is repealed.

(5) National Advisory Committee for Aeronautics: The act entitled "An act to promote the national defense and to contribute to more effective aeronautical research by authorizing professional personnel of the National Advisory Committee for Aeronautics to attend accredited graduate schools for research and study", approved April 11, 1950, as amended (64 Stat. 43; 68 Stat. 78; 50 U. S. C. 160a-160f), is repealed.

(6) Bureau of Public Roads, Department of Commerce: Section 16 of the Defense Highway Act of 1941 (55 Stat. 770; 23 U. S. C. 116) is repealed.

(7) Veterans' Administration: Section 235 of the Veterans' Benefits Act of 1957 (71 Stat. 94; Public Law 85-56), subsections (b) and (c) of section 1413 of the Veterans' Benefits Act of 1957 (71 Stat. 134 and 135; Public Law 85-56), and that part of the first sentence of paragraph 9 of part VII of Veterans Regulation No. 1 (a) (57 Stat. 45; 38 U. S. C., ch. 12A) which follows the words "The Administrator shall have the power" and ends with a semicolon and the words "and also", are repealed.

(c) Section 803 of the Civil Aeronautics Act of 1938, as amended (60 Stat. 945; 49 U. S. C. 603), is amended—

(1) by inserting "and" immediately following the semicolon at the end of clause (6) of such section.

(2) by striking out the semicolon at the end of clause (7) of such section, and

(3) by striking out "and (8) detail annually, within the limits of available appropriations made by Congress, members of the Weather Bureau personnel for training at Government expense, either at civilian institutions or otherwise, in advanced methods of meteorological science: *Provided*, That no such member shall lose his individual status or seniority rating in the Bureau merely by reason of absence due to such training."

EXISTING RIGHTS AND OBLIGATIONS

SEC. 22. Nothing contained in this act shall affect (1) any contract, agreement, or arrangement entered into by the Government, either prior to the date of enactment of this act or under authority of section 20, for the education, instruction, or training of personnel of the Government, and (2) the respective rights and liabilities (including seniority, status, pay, leave, and other rights of personnel of the Government) with respect to the Government in connection with

any such education, instruction, and training or in connection with any such contract, agreement, or arrangement.

ABSORPTION OF COSTS WITHIN FUNDS AVAILABLE

SEC. 23. (a) The Director of the Bureau of the Budget is authorized and directed to provide by regulation for the absorption by the respective departments, from the respective applicable appropriations or funds available for the fiscal year in which this act is enacted and for each succeeding fiscal year, to such extent as the Director deems practicable, of the costs of the training programs and plans provided for by this act.

(b) Nothing contained in subsection (a) of this section shall be held or considered to require (1) the separation from the service of any individual by reduction in force or other personnel action or (2) the placing of any individual in a leave-without-pay status.

Amend the title so as to read: "An act to increase efficiency and economy in the Government by providing for training programs for civilian officers and employees of the Government with respect to the performance of official duties."

The SPEAKER. Is a second demanded?

Mr. REES of Kansas. Mr. Speaker, I demand a second.

The SPEAKER. Without objection, a second will be considered as ordered.

There was no objection.

Mr. MURRAY. Mr. Speaker, I yield such time as he may desire to the gentleman from South Carolina [Mr. HEMPHILL].

Mr. HEMPHILL. Mr. Speaker, this legislation passed out of the Committee on Post Office and Civil Service unanimously. It originated in the other body. The bill, S. 385, as it passed the other body and came to the House, gave certain authority to the President of the United States.

Its purpose was and is to carry out a long needed program for the training of Government employees not only within the facilities of the Government and not only within the agencies and departments themselves, but outside of the agencies by and with the coordination of other departments. In addition, the purpose of this legislation is to allow for the training of Government employees in facilities which are not Government facilities. This program has been under study for many years. Among the witnesses who appeared before the committee when the bill was being considered was the distinguished and able former chairman of the House Committee on Post Office and Civil Service, the gentleman from Kansas [Mr. REES] and a distinguished and able former member of the House Committee on Post Office and Civil Service, the gentleman from New York [Mrs. ST. GEORGE], representatives of the Civil Service Commission, representatives of the General Accounting Office and the Bureau of the Budget and various related agencies.

In general, this bill provides for basic general legislative training, intra-agency and interagency, and for out-of-service training for Federal employees.

The committee was especially concerned with the cost of the legislation. We have printed in the report not only a statement on the cost of the legisla-

tion, but a statement by the Director of the Bureau of the Budget that any cost involved in this legislation or any cost to be expected could be absorbed by the departments themselves. When the bill came over from the other body, it vested certain authority in the President of the United States. The House committee felt it was not only necessary but proper that the authority be vested in and under the control of the Civil Service Commission. Therefore, the House bill amends the Senate bill to that effect. Not only was that the purpose and intent of the House amendments, but in order to set forth the clear intent of the Congress of the United States, the House committee amended it in such a way as to set out a policy, which policy is put in the legislation. The purpose of the proposed amendments in the text of the bill is, first, to establish a clear and positive congressional policy for the promotion of efficiency and economy in all Government activities by providing for the training of Government employees to perform official duties more effectively.

Second. It provides guidelines and designates the United States Civil Service Commission as the central agency of responsibility and accountability, to insure that such congressional policy is carried out.

And, third, to require that expenditures for the training of employees are made from available funds, without additional appropriations, to the maximum practicable extent.

This training authority is granted to most departments and agencies in the executive branch, including the General Accounting Office, the Library of Congress, the Government Printing Office and the District of Columbia government. Authority is placed in the bill to allow the President of the United States to exempt agencies, or parts thereof, or employees from any or all provisions of the bill. However, the President does not have authority to extend the coverage of this legislation.

We felt it was necessary to set forth in the bill itself the guidelines for the Civil Service Commission and for the agencies themselves to follow. Therefore, within this bill are those guidelines.

In addition, we have directed by mandatory wording, that the Civil Service Commission promote, coordinate, and assist agencies with training; issue training standards and regulations; review and report on agency training programs and activities to the President and the Congress, and enforce compliance with law, regulations, and standards governing out-service training. We limited to 1 percent of any agency's authorized personnel strength the number that could receive this training, which would be about 24,000 people at any one time. In addition to that, we attempted in this legislation to set forth the necessary guidelines as to the length of time a person may receive such training and to limit it to 1 year of training for every 10 years of Government service. We also felt it necessary in this legislation to provide that under no circumstances could this particular program be used purely

for the purpose of academic degrees and other degrees from different colleges.

I might call attention to the fact that this bill will eliminate the need for reenactment of out-service training authority now granted the following five agencies through appropriation language: Civil Aeronautics Board; Food and Drug Administration; Health, Education, and Welfare; Department of Defense; Internal Revenue Service; Treasury Department, and Post Office Department. Also in this legislation we eliminate the need for enactment of certain legislation which has been enacted on a yearly basis on the appropriation bills, the Civil Aeronautics Board, the Food and Drug Administration, Department of Defense, Internal Revenue Service, Treasury Department, and Post Office Department. We felt it only proper to exempt the President and Vice President of the United States. We exempted the Foreign Service and the State Department because that training program is already under way, and I understand is most successful. We also eliminated certain officers of corporations supervised by the Farm Credit Administration, and persons appointed by the President unless specifically designated by him for training, and the Tennessee Valley Authority, because of certain authorizations in the legislation affecting those agencies.

Our subcommittee was appointed to consider H. R. 6001, H. R. 1939, and S. 385, bills to provide generally for a governmentwide program for the training of Federal employees. The subcommittee members are Mrs. GRANAHAN, Mr. YOUNG, Mr. SCOTT, Mr. BROYHILL, Mr. JOHANSEN, and Mr. DENNISON, and I was designated chairman.

The subcommittee held complete hearings on this legislation and received testimony from the ranking minority member of this committee, Mr. REES, who is the author of H. R. 6001; Mrs. ST. GEORGE, the author of H. R. 1939; the Director of the Bureau of the Budget; the Executive Director of the Civil Service Commission; representatives of the General Accounting Office; Lt. Gen. Willard S. Paul, United States Army, retired, president of Gettysburg College, representing the Citizens Committee for the Hoover reports; and witnesses on behalf of major organizations of Federal employees. The subcommittee also had under consideration the information developed by the full committee at its hearing of May 15, 1958, when Mr. John D. Rockefeller 3d and his associates presented their views on the need for Federal employee training legislation.

Every witness before the committee and the subcommittee urged approval of legislation to provide for improved training of Federal employees. There is no opposition, to my knowledge.

At the outset, it should be emphasized that the subcommittee investigated very thoroughly the matter of additional costs which might result from approval of this legislation. The subcommittee members unanimously agreed that there should be no inference, from enactment of this legislation, that it contains authority for the creation of any new or

additional board, commission, bureau or similar authority to carry out its provisions, and that the authorities and responsibilities set forth therein are to be performed by the Civil Service Commission subject, of course, to the usual supervision and control by the Chief Executive and review by the Congress.

The subcommittee received a commitment from the Director of the Bureau of the Budget and from the witnesses for the Civil Service Commission that the training programs authorized by this legislation were to be established and maintained within the limits of their regular appropriations or other available funds, to the maximum practicable extent, and that the assignment of additional personnel for this purpose would be kept at a minimum. For example, it was stated that the Civil Service Commission anticipated the assignment of its duties and responsibilities to an existing organizational group with the probable addition of only two employees. We feel that these and similar commitments, together with the carefully worked out limitations, restrictions, and guidelines in the subcommittee bill, there is ample guaranty that there will be little or no additional direct cost to the Government and that the improved training resulting from this legislation will bring savings to the Government many times greater than any such cost.

I have touched on this important matter of cost before proceeding to discuss the provisions and the effect of this legislation in recognition of the importance of considering costs whenever approving new programs—a matter in which this committee always is concerned.

The bill represents the final refined product of many years of work and study by this committee, in cooperation with agencies in the executive branch and authorities outside of the Government, on the problem of improving the training of Federal employees. I think there is general agreement that the Government is not making full use of the potential of its personnel, largely due to the lack of a modern and effective program for training its employees. The subcommittee deliberations confirmed earlier committee findings that the Federal Government lags far behind private industry in this important field, and that experience in private enterprise—as well as in those Federal agencies which do have present training authority—demonstrates overwhelmingly that great benefits will accrue to the Government and to the public from a governmentwide Federal employees training program.

In the first place, better training means better performance, and better performance means savings to the taxpayers. A second serious problem caused by the lack of a sound training program relates to the recruiting and retaining of top-flight scientific, engineering, professional, and technical skills required in our critical defense effort and other essential Government functions. Opportunity to continue and broaden knowledge and qualifications is one of the major objectives of personnel in these fields of endeavor. Shortcomings in the Government's training policies

in this respect have destroyed one of the finest incentives for outstanding scientists and professional people to devote their careers to the public service. This legislation will fulfill the need for this incentive and help restore the prestige which is desirable in scientific and professional assignments under our great Government programs. It will enable the Government to develop the full potential of present employees and be a material aid in the recruitment of high-caliber new personnel.

Each of the three bills before the subcommittee had a common objective, that is, to provide a comprehensive program for improved training of Federal employees on a Government-wide basis. They differ greatly, however, in methods of accomplishing this objective. The subcommittee determined, as a matter of policy, that legislation of such broad scope and importance necessarily should include a clear and firm statement of congressional policy coupled with the spelling out of standards, principles, and guidelines for the administration of this new grant of authority to insure that it follows congressional policy. The subcommittee finds that H. R. 6001 fulfills these requirements in every respect, subject to certain minor changes and additions which have been developed since the bill was introduced and in the course of the subcommittee hearings.

The purpose of this bill is, first, to improve performance and productivity in essential Government programs by providing for training of employees both in and outside the Government where it is in the public interest; second, to offer incentives for recruiting and retaining qualified employees; and third, to stimulate and encourage employee self-development directed toward a higher level of performance. This legislation will provide a Government-wide policy of employee training as a management tool, better coordination of various training programs, a centralized point of training responsibility, and a system of control and review of the administration of training programs.

The bill provides basic and general legislative authority for interagency, intraagency, and out-service training of Federal employees when such training will promote efficiency, economy, and better service.

Government payment of the expenses of such training is authorized, with special controls on expenditures for out-service training, that is, training outside of the Government.

This training authority is granted to departments and agencies in the executive branch—with several necessary exceptions—the General Accounting Office, the Library of Congress, the Government Printing Office, and the District of Columbia government.

The President is authorized to exempt any department or agency—or any part thereof—or employees from any or all training provisions of the bill, but he may not extend its coverage.

Agencies are directed to, first, review their training needs within 90 days after enactment and at least every 3 years thereafter; second, establish and main-

tain training programs to meet those needs; third, operate these programs in accordance with law and regulations; fourth, utilize their own resources, and other Government resources, so far as practicable; and, fifth, encourage and recognize employee self-training and self-development.

General responsibility for coordinating training programs and assisting the agencies is imposed on the Civil Service Commission, subject to the supervision and control of the President. The Commission is directed to, first, promote, coordinate, and assist in agency training programs; second, issue necessary standards and regulations after consultation with the agencies as to their needs; third, review agency training programs and activities and report thereon to the President and the Congress; and, fourth, enforce compliance with the law, regulations, and standards governing out-service training. It should be noted that certain items to be covered by the regulations are spelled out in the bill.

The bill provides an appropriate measure of legislative controls on outservice training, including provisions to the following effect:

First. Every trainee must agree, in advance, to remain with his agency for at least three times the length of his training period or repay the costs;

Second. Employees with less than 1 year of continuous service may not be assigned to out-service training;

Third. An individual may not receive more than 1 year of out-service training per 10 years of total service;

Fourth. Out-service training time by each agency may not exceed 1 percent of its authorized personnel strength;

Fifth. Out-service training may not be authorized for the sole purpose of an individual obtaining an academic degree; and

Sixth. No agency may authorize out-service training by an institution or individual advocating overthrow of our Government by force or violence or by an individual found to be of doubtful loyalty.

The bill consolidates into one comprehensive law most of the special training authorities now in existence. It makes unnecessary, and will repeal, 10 separate laws which now authorize out-service training of employees. Also, it eliminates any need for yearly reenactment of out-service training authority presently granted five agencies and the District of Columbia government through appropriation language. It will eliminate the need for additional special legislation—11 pending bills—now being sought by other departments and agencies.

The bill does not apply to the Foreign Service, members of the uniformed services, the President and the Vice President, persons appointed by the President—unless specifically designated by him—the Tennessee Valley Authority, and certain officers of corporations supervised by the Farm Credit Administration.

Particular attention is directed to certain additional limitations contained in this legislation. Section 6 (b), para-

graphs (2) and (3), will permit employee training outside of the Government only after the department head determines that adequate training is not available within the Government and prohibits such outside training for the purpose of filling a position by promotion if there is in the department an employee qualified to fill such position.

Section 15 requires the Civil Service Commission to conduct a continuous review of training activities to assure that they are in compliance with the law and regulations. If noncompliance is found, the Commission will certify to the department head its recommendations for corrective action. If, after a reasonable time for placing such recommendations in effect, the Commission finds that noncompliance continues, it will report such noncompliance to the President for appropriate action.

Section 18 (a) requires each department to submit to the Civil Service Commission reports of its training activities, including names of employees receiving over 120 days training a year and additional detailed information on such training. Under subsection (b) the Commission is required to include in its annual report a statement with respect to the training of employees under this legislation, including a summary of information relating to departmental training operations and such other matters as are appropriate. Also, subsection (c) requires the Commission annually to submit a separate report including the information submitted to the Commission by the departments on their employees who have received more than 120 days of training in a year.

Section 23 contains provision for the absorption of costs of this training program within funds available to the departments and agencies. This has substantially the same provision written into the recent postal pay and classified bills by this committee.

These are the major limitations and restrictions needed to assure effective and economical training operations.

Section 19 contains provisions carrying out joint recommendations of the General Accounting Office, the Bureau of the Budget, and the Civil Service Commission with respect to contributions and awards which may be accepted by Federal employees who are assigned to training in non-Government facilities under this legislation. It provides that, to the extent authorized by Presidential regulations, such contributions and awards may be accepted from nonprofit educational and similar organizations which meet the standards specified for tax exemption of such organizations in section 501 (c) (3) of the Internal Revenue Code of 1954. It also makes regular travel expense appropriations available for expenses of authorized attendance of employees at meetings concerned with the functions for which the appropriations are made. Subsection (c) of this section prohibits use of appropriated funds to pay travel, subsistence, per diem, or other expenses of an employee who receives outside training or attends a meeting under authority of this section except to the extent that

the cost of such travel, subsistence, per diem, or other expenses is not covered by any contribution or award made by the source furnishing the training. Subsection (d) prohibits training of an employee under this legislation by any facility or organization which has as a substantial part of its activities the carrying on of propaganda, or otherwise attempting to influence legislation or the participation or intervention in any political campaign.

The reports submitted under the reporting provisions of this bill must include information on an annual basis with respect to contributions and awards accepted under the provisions of section 19.

It is to be noted that certain categories of exclusions from all provisions of this act are provided for in section 4 of the reported bill. These exclusions are consistent with the longtime policy of this committee. For example, personnel matters relating to the Foreign Service in the State Department—which would include training activities—are in the jurisdiction of another committee, as are such matters relating to the uniformed services. The exclusion of these categories in section 4 applies, therefore, to the authority to accept contributions and awards under section 19 of the bill to the same extent as it applies to all other parts of the bill. As a matter of fact, it is understood that the Foreign Service already has authority to have its employees attend meetings, and that a request for similar authority for the uniformed services will be submitted to the Congress for reference to an appropriate committee in the near future.

The subcommittee on this legislation was appointed on June 5, 1958. Each member has contributed time, effort, and interest to this legislation, and I am satisfied that we could not have held the hearings, marked up the bill, and presented it here today, just 21 days after our appointment, had it not been for the personal application of each member of the subcommittee and the diligent work of the wonderful staff we on the House Post Office and Civil Service Committee are privileged to work with. In particular, I would commend the gentleman from Ohio [Mr. DENNISON] for his magnificent efforts on this legislation. He worked hard and faithfully, and made many outstanding contributions and suggestions. I want to personally thank him for the fine work that he has done, and commend his dedication to the good works and high purposes this legislation represents and will accomplish.

The Bureau of the Budget has informed us they will approve the legislation as presented to the House of Representatives today.

I want to also thank the distinguished Chairman of the Post Office and Civil Service Committee of the House of Representatives for his magnificent aid in considering this legislation. In each discussion we had with him concerning the bill, he had every facet at his finger tips, and he is a great chairman to work with and under.

I strongly recommend passage of this legislation.

Mr. REES of Kansas. Mr. Speaker, I yield 5 minutes to the gentleman from Ohio [Mr. DENNISON].

Mr. DENNISON. Mr. Speaker, I rise in support of this legislation.

First I want to congratulate the gentleman from Kansas [Mr. REES], for his authorship of this splendid bill, which provides for an orderly program for training Federal civil employees. This is a bill that I know the gentleman from Kansas has worked on long and hard. It has been about 10 years in the process of coming to the floor of the House. I again congratulate him for bringing this to the attention of our committee.

May I also, Mr. Speaker, compliment the gentle lady from New York [Mrs. ST. GEORGE], whose efforts in the interest of sound training legislation have had great impact on the course of the deliberations of the committee and the House. We are proud of her great contribution in this field. Her companion bill has provided us with many of the guidelines used in the bill before us today.

I also want to pay my compliments and respects to the chairman of the subcommittee, the gentleman from South Carolina [Mr. HEMPHILL], for his diligent and effective leadership as chairman of the subcommittee which brought this bill to the floor today.

This legislation is needed and has been for some time. The bill is designed to develop the full capabilities of the Federal employees who are under civil service. It is designed to give greater utilization of personnel in government service. It is designed to encourage better people to get into the Government and solve some of the problems that have been besetting Federal agencies by employees who resign to take jobs in outside places of employment.

The bill is designed to encourage Federal employees to remain in the Federal service. It is designed to increase the morale of the Federal civil service. This is a device that has been used, by the way, by many private corporations with great success and with considerable advantage to the corporations themselves.

This is not an open-end bill. As the gentleman from South Carolina has pointed out, we have, we believe, effectively put into this bill guidelines which will provide the agencies of the Federal Government in the executive department with sufficient flexibility so that they can operate, yet at the same time keep within the control of this body certain aspects of Federal employment.

For example, we have provided in the bill that the benefits thereof will be limited to 1 percent of the total man-hours involved in Federal service. We have provided further for control by Congress in that reports are to be submitted annually to Congress as to the progress of this program.

We have also provided what I consider to be a very important aspect of the bill, found in section 19, providing that no employee in the Federal service will be permitted to accept awards or contributions from private sources other than those which have been generally described as charitable corporations un-

der section 501 (c) (3) of the Internal Revenue Code.

The cost, as the gentleman from South Carolina has pointed out, will amount to an estimated \$1 million over and above the cost of training programs now in effect. It was testified by the Director of the Budget at the hearings that the cost generally could be absorbed by the agencies with the appropriations now accorded to them.

It is interesting to observe that this bill creates no new boards. There will be no increase in cost to the Civil Service, which will administer this bill; and I might point out that this bill incorporates one of the principal recommendations of the Hoover Commission. It repeals 10 substantive laws providing for the training of about 13,000 Federal employees, and also it will render unnecessary certain phases of appropriations after fiscal 1959.

Again, Mr. Speaker, I desire to congratulate the gentleman from Kansas [Mr. REES] and the gentlewoman from New York [Mrs. ST. GEORGE] for their great work in this field and the gentleman from South Carolina [Mr. HEMPHILL] for his very distinguished leadership in the conduct of this legislation through the subcommittee, the full committee, and on the floor of the House today.

I urge the passage of this bill.

Mr. MURRAY. Mr. Speaker, this legislation has the unanimous approval of the Committee on the Post Office and Civil Service.

I wish to compliment the members of the subcommittee who handled this legislation and recommended it to the full committee. This subcommittee was in charge of the gentleman from South Carolina [Mr. HEMPHILL], who has done an excellent job on this legislation.

I now yield such time as he may desire to the gentleman from Texas [Mr. YOUNG] also a member of the subcommittee.

Mr. YOUNG. Mr. Speaker, I rise in support of the pending measure and I likewise desire to commend the gentlewoman from New York [Mrs. ST. GEORGE], the gentleman from Kansas [Mr. REES], and our distinguished chairman and the chairman of the subcommittee and the other members of the subcommittee on a most excellent piece of work in presenting this matter to the House today.

It is difficult for me to conceive of any legislation that might be of more importance to an operation of the magnitude of our Government than that which tends to unify and to make more practical and workable the training programs of the various departments of this Government.

I want to say again that I commend all of those who had anything to do with bringing this matter to the floor and I sincerely and earnestly urge its passage.

Mr. REES of Kansas. Mr. Speaker, I yield such time as he may desire to the gentleman from Michigan [Mr. JOHANSEN].

Mr. JOHANSEN. Mr. Speaker, I rise in support of this legislation. I was privileged to serve as a member of the

subcommittee although not able to attend all of the meetings. I am especially gratified with the provision in the legislation which spells out clearly and emphatically the responsibility of the Civil Service Commission for its administration.

I join with my colleagues on the committee and subcommittee in commending the gentleman from Kansas [Mr. REES] and the gentlewoman from New York [Mrs. ST. GEORGE], for having pioneered this legislation.

Mr. REES of Kansas. Mr. Speaker, I yield myself such time as I may require.

(Mr. REES of Kansas asked and was given permission to revise and extend his remarks.)

Mr. REES of Kansas. Mr. Speaker, I want, at this time, to commend the gentleman from South Carolina and the gentleman from Ohio [Mr. DENNISON] for the splendid statements they have made in explaining the provisions of this bill as well as the intent and purpose of this legislation. The legislative intent is well presented by both of these Members.

Mr. Speaker, in my opinion, this is one of the highly significant measures recommended by the House Post Office Committee during the present Congress.

I believe that a brief review of the history of our committee activity in respect to the training of Federal employees will be helpful. As chairman of the committee in the 80th Congress, over 10 years ago, I first had my attention drawn to the need for an improved system of training Federal civilian employees so that they could perform their duties more effectively. Both the first and second Hoover Commissions, appointed in 1949 and 1953, placed the training of Federal employees high in their lists of recommendations for strengthening Federal personnel, management, and operating functions. Incidentally, just recently former President Hoover, Chairman of those Commissions, is reported to have said that if he had to select a single recommendation of his Commission as first in importance to the Government and the public he would select the recommendation for improved personnel policies.

Again, as committee chairman in the 83d Congress I instituted a study directed toward a strong, governmentwide program for the training of Federal civilian employees. Our committee study at that time disclosed very clear information and evidence that the lack of a coordinated training program was one of the major weaknesses in Federal personnel and management policies and that the Government was lagging far behind private enterprise in this field.

We found, for example, that there was no general training legislation or central executive authority dealing with the problem. There were 19 separate laws or parts of laws authorizing 17 departments and agencies—and sometimes special bureaus within departments—to train their employees. Five of these were in appropriation acts, and the remainder originated with separate congressional committees having juris-

diction of substantive legislation for various departments and establishments. This left most Federal agencies with no positive legislative authority for training their employees. Moreover, among those which had such authority there was no semblance of uniformity or coordination. Some had almost blanket authority, while others were so restricted as to be impeded in accomplishing their objectives.

The Congress had no adequate information (and certainly no control) on a governmentwide basis because of this hodgepodge of laws resulting from piecemeal legislation reported by committees other than those having jurisdiction of civil service legislation.

Now, 4 years later, we find that the situation has not improved. If anything, the problem has become more acute. I asked the Civil Service Commission to prepare a current list of existing special training authorities that have been granted the various departments and agencies. It shows such special authorities contained in 6 appropriation acts—including the District of Columbia—and 14 basic laws. There are also pending before the Congress 11 new bills granting special training authority to individual departments and agencies.

I think there is general agreement on the overruling necessity for early enactment of legislation to provide a comprehensive, governmentwide program for training Federal civilian employees, to be applied uniformly to all departments and agencies to the extent that uniformity is consistent with individual needs and requirements and is in the public interest. This bill will provide for such a program to be placed in effect with a minimum of delay. This legislation was developed on the basis of the results of our committee studies over the past years and my personal consultation with administrative officials concerned.

One of the most serious problems resulting from the lack of a sound training program is that of recruiting and retaining topflight scientific, engineering, professional, and technical skills required in our critical defense effort and other essential Government functions. It is a fact that opportunity to continue and broaden knowledge and qualifications is one of the major objectives of professional personnel. Shortcomings in the Government's program in this respect have destroyed one of the finest incentives for outstanding scientists and other professional people to devote their careers to the public service. This bill will provide this incentive and help restore the high prestige which is desirable in professional assignments under our great Government programs. It represents a forward step that can be placed in effect promptly, with immediate benefits through development of the full potential of present employees as well as recruitment of high-caliber replacements. The added incentives of advanced professional training and opportunity for accomplishment will be a major factor in attracting and retaining qualified personnel.

My bill also emphasizes and reaffirms the desirability of aiding and encouraging self-training of employees and giving proper recognition to those who develop greater skill on their own initiative. Our studies show that this is an area that has been overlooked to a considerable extent.

Our national interest depends on maintaining our preeminence in scientific, technological, research, and professional fields in the face of tremendous strides by other nations. Scientific and professional excellence is a must in the development of complex instruments—the atomic reactors, electronic brains, thermonuclear devices, missiles, and other defensive arms we need—as well as in the conduct of the economic, agricultural, cultural, and social programs of our Government.

Briefly, the purpose of my Government employees training bill is, first, to improve performance and productivity in essential Government programs by providing for training of employees both in and outside the Government where it is in the public interest; second, to offer incentives for recruiting and retaining qualified employees; and third, to stimulate and encourage employee self-development directed toward a higher level of performance. This legislation will provide a governmentwide policy of employee training as a management tool, better coordination of various training programs, a centralized point of training responsibility, and a system of control and review of the administration of training programs.

The bill provides basic and general legislative authority for interagency, intra-agency, and outservice training of Federal employees when such training will promote efficiency, economy, and better service.

Government payment of all or any part of the expenses of such training is authorized, with special controls on expenditures for outservice training, that is, training outside of the Government.

This training authority is granted to departments and agencies in the executive branch—with several necessary exceptions—the General Accounting Office, the Library of Congress, the Government Printing Office, and the District of Columbia government.

The President is authorized to exempt any department or agency—or any part thereof—or employees from any or all provisions of the bill, but he may not extend its coverage.

Agencies are directed to, first, review their training needs within 90 days after enactment and at least every 3 years thereafter; second, establish and maintain training programs to meet those needs; third, operate these programs in accordance with law and regulations; fourth, utilize their own resources, and other Government resources, so far as practicable; and, fifth, encourage and recognize employee self-training and self-development.

General responsibility for coordinating training programs and assisting the agencies is imposed on the Civil Service Commission. The Commission is di-

rected to, first, promote, coordinate, and assist in agency training programs; second, issue necessary standards and regulations after consultation with the agencies as to their needs; third, review agency training programs and activities and report thereon to the President and the Congress; and fourth, enforce compliance with the law, regulations, and standards governing outservice training. It should be noted that certain items to be covered by the regulations are spelled out in the bill.

The bill provides an appropriate measure of legislative controls on outservice training, including provisions to the following effect:

First. Every trainee must agree, in advance, to remain with his agency for at least three times the length of his training period or repay the costs;

Second. Employees with less than 1 year of continuous service may not be assigned to outservice training;

Third. An individual may not receive more than 1 year of outservice training per 10 years of total service;

Fourth. Outservice training time by each agency may not exceed 1 percent of its authorized personnel strength;

Fifth. Outservice training may not be authorized for the sole purpose of an individual obtaining an academic degree; and

Sixth. No agency may authorize outservice training by an institution or individual advocating overthrow of our Government by force or violence or by an individual found to be of doubtful loyalty.

Provision is made for the Civil Service Commission to grant exceptions to the first four of these limitations when in the public interest.

The bill consolidates into one comprehensive law most of the special training authorities now in existence. It makes unnecessary, and will repeal, 10 separate laws which now authorize outservice training of employees. Also, it eliminates any need for yearly reenactment of outservice training authority presently granted five agencies and the District of Columbia government through appropriation language. It will eliminate the need for additional special legislation—the 11 pending bills which I mentioned—now being sought by other departments and agencies.

The bill does not apply to the Foreign Service, members of the uniformed forces, the President and the Vice President, persons appointed by the President—unless specifically designated by him—the Tennessee Valley Authority, and certain officers of corporations supervised by the Farm Credit Administration.

This legislation provides for a well-rounded and comprehensive Federal employee training program which will serve fully the present and foreseeable training needs of our Government.

Mr. Speaker, the fact that we have before the House today such a complete and well rounded training bill is a tribute to the outstanding work of the subcommittee, headed by the gentleman from South Carolina [Mr. HEMPHILL], which was assigned the responsible task of

holding hearings and developing a suitable bill. The members of the subcommittee are Mrs. GRANAHAN, Mr. YOUNG, Mr. SCOTT, Mr. BROYHILL, Mr. JOHANSEN, and Mr. DENNISON. Their thorough and comprehensive study of training needs is reflected in their presentation to the committee and to the House. I should like to express appreciation for the fine work of the subcommittee, both personally and on behalf of the departments and agencies and the many Federal employees who will benefit through training which will enable them to perform their duties more efficiently. In my judgment, this legislation will receive overwhelming public endorsement.

I strongly recommend the enactment of S. 385 as amended by the committee.

The SPEAKER. The question is on suspending the rules and passing the bill.

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

Mr. MURRAY of Tennessee. Mr. Speaker, I ask unanimous consent that all Members may have the privilege of extending their remarks at this point in the RECORD on the bill just passed.

The SPEAKER. Is there objection to the request of the gentleman from Tennessee?

There was no objection.

PROVIDING TRANSPORTATION ON CANADIAN VESSELS TO AND WITHIN ALASKA

Mr. BONNER. Mr. Speaker, I move to suspend the rules and pass the bill (S. 3100) to provide transportation on Canadian vessels between ports in southeastern Alaska, and between Hyder, Alaska, and other points in southeastern Alaska or the continental United States, either directly or via a foreign port, or for any part of the transportation.

The Clerk read as follows:

Be it enacted, etc., That, until June 30, 1959, notwithstanding the provisions of law of the United States restricting to vessels of the United States the transportation of passengers and merchandise directly or indirectly from any port in the United States to another port of the United States, passengers may be transported on Canadian vessels between ports in southeastern Alaska, and passengers and merchandise may be transported on Canadian vessels between Hyder, Alaska, and other points in southeastern Alaska or the continental United States either directly or via a foreign port, or for any part of the transportation, unless the Secretary of Commerce determines that United States flag service is available to provide such transportation.

The SPEAKER. Is a second demanded?

Mr. PELLY. Mr. Speaker, I demand a second.

Mr. BONNER. Mr. Speaker, I ask unanimous consent that a second be considered as ordered.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina?

There was no objection.

Mr. BONNER. Mr. Speaker, I yield myself such time as I might require.

Mr. Speaker, since about 1949 this bill has been reported out from time to time. Due to the fact that these small ports in Alaska do not have American-flag shipping operations, it is necessary that the bill be passed so that the ports may be served by Canadian vessels.

Heretofore there has been on opposition to it. In the report there is no opposition, the Department of Commerce reports favorably and the Secretary of the Interior reports favorably.

Mr. Speaker, I yield to the gentleman from Washington [Mr. PELLY].

Mr. PELLY. Mr. Speaker, speaking as a resident and for the people of Seattle who have a great interest in Alaska, I can say we fully support this legislation. This provides for transportation on Canadian vessels between certain southeastern Alaska ports not served by American flag vessels. Similar authority has been previously voted by Congress. There is no opposition. I urge that the bill be passed.

(Mr. PELLY asked and was given permission to revise and extend his remarks.)

The SPEAKER. The question is on suspending the rules and passing the bill.

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

A motion to reconsider was laid on the table.

FEDERAL SHIP MORTGAGE INSURANCE

Mr. BONNER. Mr. Speaker, I move to suspend the rules and pass the bill (H. R. 12739) to amend section 1105 of title XI—Federal ship mortgage insurance—of the Merchant Marine Act, 1936, as amended, to implement the pledge of faith clause.

The Clerk read as follows:

Be it enacted, etc., That section 1105 (b) of the Merchant Marine Act, 1936, as amended (46 U. S. C. 1275 (b)), is amended by inserting at the end thereof the following sentences: "If at any time the moneys in the Federal ship mortgage insurance fund authorized by section 1102 of this act are not sufficient to pay any amount the Secretary of Commerce is required to pay by subsection (a) of this section, the Secretary of Commerce is authorized to issue to the Secretary of the Treasury notes or other obligations in such forms and denominations, bearing such maturities, and subject to such terms and conditions as may be prescribed by the Secretary of Commerce, with the approval of the Secretary of the Treasury. Such notes or other obligations shall bear interest at a rate determined by the Secretary of the Treasury, taking into consideration the current average market yield on outstanding marketable obligations of the United States of comparable maturities during the month preceding the issuance of such notes or other obligations. The Secretary of the Treasury is authorized and directed to purchase any notes and other obligations to be issued hereunder and for such purpose he is authorized to use as a public debt transaction the proceeds from the sale of any securities issued under the Second Liberty Bond Act, as amended, and the purposes for which securities may be issued under such act, as amended, are extended to include any purchases of such

notes and obligations. The Secretary of the Treasury may at any time sell any of the notes or other obligations acquired by him under this section. All redemptions, purchases, and sales by the Secretary of the Treasury of such notes or other obligations shall be treated as public debt transactions of the United States. Funds borrowed under this section shall be deposited in the Federal ship mortgage insurance fund and redemptions of such notes and obligations shall be made by the Secretary of Commerce from such fund."

The SPEAKER. Is a second demanded?

Mr. PELLY. Mr. Speaker, I demand a second.

The SPEAKER. Without objection a second will be considered as ordered.

There was no objection.

Mr. BONNER. Mr. Speaker, this bill is merely to supplement any deficiency that may be had in the Maritime Board's funds should a default be made on mortgages that are secured and insured under existing law. Where such a situation would arise, the lending agencies and the bankers could be immediately paid without waiting for an appropriation from the Congress by an exchange of notes between the Secretary of Commerce and the Secretary of the Treasury. It would be a temporary transaction until the House appropriated sufficient funds, which they are required to do under existing law.

Mr. Speaker, I yield to the gentleman from Washington [Mr. PELLY].

Mr. PELLY. Mr. Speaker, this is legislation which I believe was requested by the administration and will result, I am sure, in no expense to the Treasury. It will mean that there will be more private financing of ship construction and thus eliminate direct financing by the Treasury. So far as I know, there is no objection to the bill. I urge a favorable vote.

The SPEAKER pro tempore (Mr. WALTER.) The question is on suspending the rules and passing the bill.

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

A motion to reconsider was laid on the table.

ATOMIC ICEBREAKER

Mr. BONNER. Mr. Speaker, I move to suspend the rules and pass the bill (H. R. 9196) to authorize the construction of a nuclear-powered icebreaking vessel for operation by the United States Coast Guard, and for other purposes, as amended.

The Clerk read as follows:

Be it enacted, etc., That there is hereby authorized to be appropriated to the Treasury Department, United States Coast Guard, and the Atomic Energy Commission, such sums as may be necessary, to remain available until expended, for the construction, outfitting, and preparation for operation, including training of qualified personnel, of a nuclear-powered icebreaking vessel capable of operation in icebound waters of the United States, and in the Arctic and Antarctic regions as may be required. The Treasury Department, and the Atomic Energy Commission, in carrying on activities and functions under this paragraph, may collaborate with and em-

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(For Department Staff Only)

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For actions of June 27, 1958
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HIGHLIGHTS: Senate concurred in House amendments to employee training bill. House passed omnibus transportation bill. Both Houses agreed to conference report on mutual security authorization bill. House committee reported mutual security appropriation bill. Both Houses passed appropriation continuation measure, including funds for pay raise costs. House committee ordered reported area redevelopment bill.

SENATE

1. APPROPRIATIONS. Both Houses passed without amendment H. J. Res. 640, making temporary appropriations for fiscal year 1958 to pay for Federal employee pay raises, which had been reported earlier in the day by both Houses (S. Rept. 1765; (H. Rept. 2046). pp. 11297, 11348-50, 11395, 11263. This measure will now be sent to the President.
The Appropriations Committee reported with amendments H.R. 12948, the D. C. appropriation bill for 1959 (S. Rept. 1764). p. 11263
2. PERSONNEL. Concurred in the House amendments to S. 385, to provide general legislative authority for the training of Federal employees. pp. 11297-301. This bill will now be sent to the President.
3. FOREIGN AID. Both Houses agreed to the conference report on H. R. 12181, the mutual security authorization bill for 1958. pp. 11317-9, 11341-8. This bill will now be sent to the President.
4. FORESTRY. Sen. Neuberger inserted various letters on S. 3051, the Klamath Indian termination amendment bill, and the testimony of the National Lumber Manufacturers' Ass'n, which he criticized. pp. 11270-6

5. FARM PROGRAM. The Agriculture and Forestry Committee received permission to file a report before midnight, June 28, on an original farm bill. p. 11267
6. STATEHOOD. Continued debate on H. R. 7999, to admit Alaska into the Union as a State. (pp. 11278-84, 11285-96, 11301-11, 11313-6, 11320). Rejected a proposed amendment to provide commonwealth status for Alaska (pp. 11286-90), and overruled a point of order on the future defense land withdrawal section (pp. 11290-6, 11301-8).
7. MINERALS. The Interior and Insular Affairs Committee ordered reported with amendments S. 4036, to provide stabilization payments for the production of certain minerals. p. D606
8. R.E.A. Sen. Humphrey inserted resolutions of the Carlton County, Minn., Cooperative Power Ass'n and the Northern Electric Cooperative Ass'n urging enactment of the legislation to divest the Secretary of control over REA functions. p. 11260
9. RECESSED until Mon., June 30. p. 11328

HOUSE

10. TRANSPORTATION. Passed, 348 to 2, with amendments H. R. 12832, the omnibus transportation bill. pp. 11350-84
Agreed to a committee amendment, as amended by amendments by Reps. Staggers and Roberts, to place under ICC regulation vegetables, coffee, tea, bananas, cocoa or hemp, and wool imported from any foreign country, wool tops and noils, or wool waste, carded but not spun, woven, or knitted. The amendment by Rep. Staggers continues the present exemption of cleaned or scoured wool from ICC regulation. The amendment of Rep. Roberts included bananas in the list of commodities subject to regulation. pp. 11375-7
Rejected amendments by Rep. Miller, Md., to continue the present exemption from ICC regulation of frozen fruits, berries and vegetables, and by Rep. Gubser to restore the existing exemption for frozen fruits, berries, and vegetables in less than carload lots. pp. 11381-2
Substituted the language of H. R. 12832 as passed for that of a similar bill, S. 3778. H. R. 12832 was laid on the table. (pp. 11388-91) Conferees were appointed.
11. TAXATION. Agreed, 366 to 9, to the conference report on H. R. 12695, to extend for 1 year the corporate normal-tax rate and certain excise tax rates, and to repeal the tax on transportation. pp. 11332-41, 11385-6. This bill will now be sent to the President.
12. APPROPRIATIONS. The Appropriations Committee reported without amendment H. R. 13192, the mutual security appropriation bill (H. Rept. 2048). p. 11395
13. FORESTRY. The Agriculture Committee reported without amendment H. R. 12161, to provide for the establishment of townsites from national forest lands (H. Rept. 2044). p. 11394
14. AREA REDEVELOPMENT. The Banking and Currency Committee ordered reported with amendment S. 3683, to establish an effective program to alleviate conditions of substantial unemployment in certain economically depressed areas. p. D608
15. WATER RESOURCES. A subcommittee of the Merchant Marine and Fisheries Committee ordered reported with amendment H. R. 13138, to amend the Coordination Act so as to provide more effective integration of fish and wildlife conservation programs with Federal water resource development programs. p. D608

A SPLINTER OF CHAOS

Life magazine, in its issue dated June 16, prints an incisive article and accompanying editorial about the United States Supreme Court. We heartily recommend reading the two pieces. At the same time we vehemently recommend, as the editors of Life undoubtedly would, that the reader form his own conclusions instead of accepting those of the magazine. We suggest this particularly because Life's conclusions do not appear to fit the facts and principles so capably displayed.

The magazine joins the growing ranks of Supreme Court critics. It finds " * * * chaos in the state of the law itself." It comments upon the philosophical chaos of American jurisprudence today. And except for some misunderstanding, it does a competent job of showing what is wrong with the Warren court. Yet editorially Life expresses the hope the Jenner-Butler bill will fail in Congress. We can only conclude that Life has not thoroughly examined the Jenner-Butler bill.

Life calls the measure the most sweeping attack on the powers of the Supreme Court since the Roosevelt court packing bill of 1937. The magazine's editors evidently have swallowed whole the outlandish declaration in a Senate Judiciary Committee minority report which said, "If the appellate jurisdiction of the Supreme Court is seriously eroded, then the Constitution would become only a museum piece."

The plain truth is that the bill is not a sweeping attack on the Court at all. For the most part it is an effort to re-enact in different form legislation which Congress has enacted before, but with which the Supreme Court has found technical fault. The same thing has been done by almost every session of Congress in the history of this country. Only 1 clause of the bill tries to remove from the Supreme Court's jurisdiction only 1 very limited subject, the right to reverse the decisions of State bar examiners and State supreme courts in admitting attorneys to practice. This hardly qualifies as a sweeping attack.

Readers of the Life article and editorial will reach a more intelligent conclusion if they are prepared to notice where the magazine has unfortunately accepted erroneous pseudo-liberal dogma without sufficient analysis. The outstanding example is the title of the article. It is a partial quotation from article III of the Constitution, and because it is incomplete, its meaning is false. It says, "The judicial power of the United States shall be vested in one Supreme Court." What the Constitution really says is, "In one Supreme Court and in such inferior courts as Congress may from time to time ordain and establish." In other words, Congress has the right under the Constitution to determine what part of the judicial power shall rest in the Supreme Court, and what part in other courts.

Nowhere in the Life article or editorial is any mention made of article III, section 2 of the Constitution, which specifically lists cases in which the Supreme Court shall have original jurisdiction, then adds that in all other cases appellate jurisdiction shall be subject to "such exception and under such regulations as the Congress shall make." Without the knowledge that the Constitution gives Congress power over the Court's jurisdiction, Life's readers may be excused for reaching wrong conclusions.

Life's major error in reporting and analysis comes from ignoring the right of Congress to decide jurisdiction. " * * * the powers of the United States Supreme Court," says Life, "are so immense that it is almost impossible for the Court to exceed them." The statement just is not true. The Court has no power to go against a jurisdictional decision of Congress. It has no right, without exceeding its power, to go against the Constitution.

Given a knowledge of what Life has omitted, we believe the reader will find an imperative need demonstrated by another fully supported assertion Life makes: "The language of enacted law and the precedents of declared law come to have less and less weight, while the personal predilections of the individual Justices come to have more and more."

Since this is true, the Jenner-Butler bill, which is not an attack upon but a rebuke to the Justices, is the only present hope of influencing the Court back toward government by law. It should be passed.

DISTINGUISHED CITIZEN AWARD BY DELMARVA POULTRY INDUSTRY TO SENATOR JOHN J. WILLIAMS

Mr. BUTLER. Mr. President, our colleague, and my dear friend, the distinguished senior Senator from Delaware [Mr. WILLIAMS] has been given the Delmarva Poultry Industry's distinguished citizen award. I ask unanimous consent that the citation be printed at this point in the RECORD.

There being no objection, the citation was ordered to be printed in the RECORD, as follows:

DELMARVA POULTRY INDUSTRY'S DISTINGUISHED CITIZEN AWARD TO JOHN J. WILLIAMS—11TH ANNUAL DELMARVA CHICKEN FESTIVAL, DENTON, MD., JUNE 26, 27, AND 28, 1958

A pioneer in the poultry industry of the Delmarva Peninsula, when during the early twenties he opened the first of four feed stores, for his continued expression of confidence in the future of the area's poultry industry, now operating twelve farms and a hatchery for the production of high quality broiler chicks, in recognition of outstanding service to his fellow citizens as a United States Senator, crusading for the need of honesty among those holding positions of public trust and striving for economy in the operation of our Government, the Delmarva Poultry Industry, Inc., is proud to present Delmarva's distinguished citizen award to Senator JOHN J. WILLIAMS, successful businessman, poultryman, statesman, and highly respected citizen.

JOHN R. HARGREAVES,
President.

TEMPORARY APPROPRIATIONS FOR INCREASED PAY COSTS, 1958 AND 1959—REPORT OF A COMMITTEE

Mr. HAYDEN. Mr. President, from the Committee on Appropriations I report favorably, without amendment, the joint resolution (H. J. Res. 640) making temporary appropriations for fiscal year 1959, providing for increased pay costs for the fiscal year 1958, and for other purposes, and I submit a report (No. 1765) thereon. I ask unanimous consent for the immediate consideration of the joint resolution.

The PRESIDING OFFICER. The joint resolution will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A joint resolution (H. J. Res. 640) making temporary appropriations for the fiscal year 1959, providing for increased pay costs for the fiscal year 1958, and for other purposes.

The PRESIDING OFFICER. Is there objection to the present consideration of the joint resolution?

There being no objection, the Senate proceeded to consider the joint resolution.

Mr. HAYDEN. Mr. President, the joint resolution is of the usual type, in order to make provision for continuing in operation the functions of Government for which annual appropriations for 1959 have not yet been enacted. The joint resolution will continue these functions until July 31, 1958. It covers the following appropriation accounts:

Legislative Branch Appropriation Act; Department of Defense Appropriation Act; Department of Labor, and Health, Education, and Welfare Appropriation Act; Independent Offices Appropriation Act; District of Columbia Appropriation Act; and the Public Works Appropriation Act. It also provides funds for the agencies which will be included in the Supplemental Act, 1959, and for mutual security.

Title II of the joint resolution provides for increased pay costs. Congress enacted Public Laws 85-422, 85-426, and 85-462, the military pay bill, the postal pay bill, and the general classified pay bill, increasing compensation of officers and employees, and, in some cases, making the increases retroactive to January 1958.

Title II provides authority for transfers between accounts, and also makes indefinite appropriations of such additional amounts as may be necessary to meet the provisions of these retroactive pay costs. The language in title II is identical with the language of 3 years ago, when a retroactive pay increase was granted by the Congress.

The PRESIDING OFFICER (Mr. JORDAN in the chair). The joint resolution is open to amendment.

If there be no amendment to be proposed, the question is on the third reading of the joint resolution.

The joint resolution (H. J. Res. 640) was ordered to a third reading, read the third time, and passed.

TRAINING OF FEDERAL EMPLOYEES AT PUBLIC OR PRIVATE FACILITIES

The PRESIDING OFFICER laid before the Senate the amendments of the House of Representatives to the bill (S. 385) to authorize the training of Federal employees at public or private facilities, and for other purposes, which were to strike out all after the enacting clause and insert:

SHORT TITLE

SECTION 1. This act may be cited as the "Government Employees Training Act".

DECLARATION OF POLICY

SEC. 2. It is hereby declared to be the policy of the Congress—

(1) that, in order to promote efficiency and economy in the operation of the Government and provide means for the development of maximum proficiency in the performance of official duties by employees thereof, to establish and maintain the highest standards of performance in the transaction of the public business, and to install and utilize effectively the best modern practices and techniques which have been developed, tested, and proved within or out-

side of the Government, it is necessary and desirable in the public interest that self-education, self-improvement, and self-training by such employees be supplemented and extended by Government-sponsored programs, provided for by this act, for the training of such employees in the performance of official duties and for the development of skills, knowledge, and abilities which will best qualify them for performance of official duties;

(2) that such programs shall be continuous in nature, shall be subject to supervision and control by the President and review by the Congress, and shall be so established as to be readily expandable in time of national emergency;

(3) that such programs shall be designed to lead to (A) improper public service, (B) dollar savings, (C) the building and retention of a permanent cadre of skilled and efficient Government employees, well abreast of scientific, professional, technical, and management developments both in and out of Government, (D) lower turnover of personnel, (E) reasonably uniform administration of training, consistent with the missions of the Government departments and agencies, and (F) fair and equitable treatment of Government employees with respect to training; and

(4) that the United States Civil Service Commission shall be responsible and have authority, subject to supervision and control by the President, for the effective promotion and coordination of such programs and of training operations thereunder.

DEFINITIONS

SEC. 3. For the purposes of this act—

(1) the term "Government" means the Government of the United States of America and the municipal government of the District of Columbia;

(2) the term "department", subject to the exceptions contained in section 4, means (A) each executive department, (B) each independent establishment or agency in the executive branch, (C) each Government-owned or controlled corporation subject to title I or title II of the Government Corporation Control Act, (D) the General Accounting Office, (E) the Library of Congress, (F) the Government Printing Office, and (G) the municipal government of the District of Columbia;

(3) the term "employee", subject to the exceptions contained in section 4, means any civilian officer or employee in or under a department, including officers of the Coast and Geodetic Survey in the Department of Commerce;

(4) the term "Commission" means the United States Civil Service Commission;

(5) the term "training" means the process of providing for and making available to an employee in, a planned, prepared, and coordinated program, course, curriculum, subject, system, or routine of instruction or education, in scientific, professional, technical, mechanical, trade, clerical, fiscal, administrative, or other fields which are or will be directly related to the performance by such employee of official duties for the Government, in order to increase the knowledge, proficiency, ability, skill, and qualifications of such employee in the performance of official duties;

(6) the term "Government facility" means any property owned or substantially controlled by the Government and the services of any civilian and military personnel of the Government; and

(7) the term "non-Government facility" means (A) the government of any State, Territory, or possession of the United States, the government of the Commonwealth of Puerto Rico, and any interstate governmental organization, or any unit, subdivision, or instrumentality of any of the foregoing, (B) any foreign government or international or-

ganization, or instrumentality of either, which is designated by the President as eligible to provide training under this act, (C) any medical, scientific, technical, educational, research, or professional institution, foundation, agency, or organization, (D) any business, commercial, or industrial firm, corporation, partnership, proprietorship, or any other organization, and (E) any individual not a civilian or military officer or employee of the Government of the United States or of the municipal government of the District of Columbia. For the purposes of furnishing training by, in, or through any of the foregoing, the term "non-Government facility" also shall include the services and property of any of the foregoing furnishing such training.

EXCLUSIONS

SEC. 4. (a) This act shall not apply to—

(1) the President or Vice President of the United States,

(2) the Foreign Service of the United States under the Department of State,

(3) any corporation under the supervision of the Farm Credit Administration of which corporation any member of the board of directors is elected or appointed by private interests,

(4) the Tennessee Valley Authority,

(5) any individual appointed by the President by and with the advice and consent of the Senate or by the President alone, unless such individual is specifically designated by the President for training under this act, and

(6) any individual (except an officer of the Coast and Geodetic Survey in the Department of Commerce) who is a member of the uniformed services as defined in section 102 (a) of the Career Compensation Act of 1949, as amended, during any period in which he is receiving compensation under title II of such act.

(b) The President is authorized—

(1) to designate at any time in the public interest any department or part thereof, or any employee or employees therein (either individually or by groups or classes), as excepted from this act or any provision of this act (other than this section, section 21, and section 22), and

(2) to designate at any time in the public interest any such department or part thereof, or any such employee or employees therein, so excepted, as again subject to this act or any such provision of this act.

Such authority of the President shall not include the authority to except the Commission from any provision of this act which vests in or imposes upon the Commission any function, duty, or responsibility with respect to any matter other than the establishment, operation, and maintenance by the Commission, in the same capacity as any other department, of programs of and plans of training for employees of the Commission.

DEPARTMENTAL REVIEWS OF TRAINING NEEDS

SEC. 5. Within 90 days after the date of enactment of this act and at least once every 3 years after the expiration of such 90-day period, the head of each department shall conduct and complete a review of the needs and requirements of such department for the training of employees under its jurisdiction. Upon request of a department, the Commission is authorized, in its discretion, to assist such department in connection with such review of needs and requirements. Information obtained or developed in any such review shall be made available to the Commission at its request.

TRAINING REGULATIONS OF COMMISSION

SEC. 6. (a) The Commission after consideration of the needs and requirements of each department for training of its employees and after consultation with those departments principally concerned, shall prescribe regulations containing the principles,

standards, and related requirements for the programs, and plans thereunder, for the training of employees of the departments under authority of this act (including requirements for appropriate coordination of and reasonable uniformity in such training programs and plans of the departments). Such regulations, when promulgated, shall provide for the maintenance of necessary information with respect to the general conduct of the training activities of each department, and such other information as may be necessary to enable the President and the Congress to discharge effectively their respective duties and responsibilities for supervision, control, and review of training programs authorized by this act. Such regulations also shall cover with respect to training by, in, and through Government facilities and non-Government facilities—

(1) requirements with respect to the determination and continuing review by each department of its needs and requirements in connection with such training;

(2) the scope and conduct of the programs and plans of each department for such training;

(3) the selection and assignment for such training of employees of each department;

(4) the utilization in each department of the services of employees who have undergone any such training;

(5) the evaluation of the results and effects of programs and plans for such training;

(6) the interchange among the departments of information concerning such training;

(7) the submission by the departments of reports on the results and effects of programs and plans of such training and economies resulting therefrom, including estimates of costs of training by, in, and through non-Government facilities;

(8) such requirements and limitations as may be necessary with respect to payments and reimbursements in accordance with section 10; and

(9) such other matters as the Commission deems appropriate or necessary to carry out the provisions of this act.

(b) In addition to matters set forth in subsection (a) of this section, the regulations of the Commission shall, with respect to the training of employees by, in, or through non-Government facilities—

(1) prescribe general policies governing the selection of a non-Government facility to provide such training;

(2) authorize training of employees by, in, or through a non-Government facility only after determination by the head of the department concerned that adequate training for such employees by, in, or through a Government facility is not reasonably available and that appropriate consideration has been given to the then existing or reasonably foreseeable availability and utilization of fully trained employees; and

(3) prohibit the training of an employee by, in, or through a non-Government facility for the purpose of filling a position by promotion if there is in the department concerned another employee of equal ability and suitability who is fully qualified to fill such position and is available at, or within a reasonable distance from, the place or places where the duties of such position are to be performed.

(c) From time to time and in accordance with this act, the Commission may revise, supplement, or abolish its regulations prescribed under this section and may prescribe additional regulations.

(d) Nothing contained in this section shall be construed to authorize the Commission to prescribe the types and methods of intradepartmental training or to regulate the details of intradepartmental training programs.

ESTABLISHMENT OF PROGRAMS OF TRAINING THROUGH GOVERNMENT AND NON-GOVERNMENT FACILITIES

SEC. 7. Within 270 days after the date of enactment of this act, the head of each department shall prepare, establish, and place in effect a program or programs, and a plan or plans thereunder, in conformity with this act, for the training of employees in or under such department by, in, and through Government facilities and non-Government facilities in order to increase economy and efficiency in the operations of the department and to raise the standard of performance by employees of their official duties to the maximum possible level of proficiency. Each such program, and plan or plans thereunder, shall conform, on and after the effective date of the regulations prescribed by the Commission under section 6 of this act, to the principles, standards, and related requirements contained in such regulations then current, shall be operated and maintained in accordance with the provisions of this act, and shall provide for adequate administrative control by appropriate authority. Two or more departments jointly may operate under any such training program. Each such program shall provide for the encouragement of self-training by employees by means of appropriate recognition of resultant increases in proficiency, skill, and capability.

GENERAL PROVISIONS OF PROGRAMS OF TRAINING THROUGH GOVERNMENT FACILITIES

SEC. 8. The program or programs of each department for the training of employees by, in, and through Government facilities under authority of this act—

- (1) shall provide for training, insofar as practicable, by, in, and through those Government facilities which are under the jurisdiction or control of such department, and
- (2) shall provide for the making by such department to the extent necessary and appropriate, of agreements with other departments, and with other agencies in any branch of the Government, on a reimbursable basis if so requested by such other departments and agencies, (A) for the utilization in such program or programs of those Government facilities under the jurisdiction or control of such other departments and agencies and (B) for extension to employees of such department of training programs of such other departments.

GENERAL PROVISIONS OF PROGRAMS OF TRAINING THROUGH NON-GOVERNMENT FACILITIES

SEC. 9. (a) The head of each department is authorized to enter into agreements or make other appropriate arrangements for the training of employees of such department by, in, or through non-Government facilities in accordance with this act, without regard to section 3709 of the Revised Statutes (41 U. S. C. 5).

(b) The program or programs of each department for the training of employees by, in, and through non-Government facilities under authority of this act shall—

- (1) provide for information to be made available to employees of such department with respect to the selection and assignment of such employees for training by, in, and through non-Government facilities and the limitations and restrictions applicable to such training in accordance with this act, and

(2) give appropriate consideration to the needs and requirements of such department in recruiting and retaining scientific, professional, technical, and administrative employees.

(c) Each department shall issue such regulations as the department deems necessary to implement the regulations of the commission issued under section 6 (a) (8) in order to protect the Government with respect to payment and reimbursement of training expenses.

EXPENSES OF TRAINING THROUGH GOVERNMENT FACILITIES AND NON-GOVERNMENT FACILITIES

SEC. 10. The head of each department in accordance with regulations issued by the commission under authority of section 6 (a) (8) is authorized, from funds appropriated or otherwise available to such department (1) to pay all or any part of the salary, pay, or compensation (excluding overtime, holiday, and night differential pay) of each employee of such department who is selected and assigned for training by, in, or through Government facilities or non-Government facilities under authority of this act, for each period of such training of such employee, and (2) to pay, or reimburse such employee for, all or any part of the necessary expenses of such training, without regard to section 3648 of the Revised Statutes (31 U. S. C. 529), including among such expenses the necessary costs of (A) travel and per diem in lieu of subsistence in accordance with the Travel Expense Act of 1949, as amended, and the Standardized Government Travel Regulations, or, in the case of commissioned officers of the Coast and Geodetic Survey in the Department of Commerce, section 303 of the Career Compensation Act of 1949, as amended, and the Joint Travel Regulations for the Uniformed Services; (B) transportation of immediate family, household goods and personal effects, packing, crating, temporary storage, drayage, and unpacking in accordance with the first section of the Administrative Expenses Act of 1946, as amended, and Executive Order No. 9805, as amended (except that in the case of commissioned officers of the Coast and Geodetic Survey in the Department of Commerce, such expenses shall be paid under section 303 of the Career Compensation Act of 1949, as amended, and the Joint Travel Regulations for the Uniformed Services), whenever the estimated costs of such transportation and related services are less than the estimated aggregate per diem payments for the period of training, (C) tuition and matriculation fees, (D) library and laboratory services, (E) purchase or rental of books, materials, and supplies, and (F) other services or facilities directly related to the training of such employee. Such expenses of training shall not be deemed to include membership fees except to the extent that such fees are a necessary cost directly related to the training itself or that payment thereof is a condition precedent to undergoing such training.

AGREEMENTS OF EMPLOYEES RECEIVING TRAINING THROUGH NON-GOVERNMENT FACILITIES TO CONTINUE IN GOVERNMENT SERVICE FOR CERTAIN PERIODS

SEC. 11. (a) Each employee who is selected for training by, in, or through a non-Government facility under authority of this act shall, prior to his actual assignment for such training, enter into a written agreement with the Government to the effect that (1) after the expiration of the period of his training, he will continue in the service of his department for a period at least equal to three times the length of the period of such training unless he is involuntarily separated from the service of his department, and (2) if he is voluntarily separated from the service of his department prior to the expiration of the period for which he has agreed to continue in the service of his department after such period of training, he will pay to the Government the amount of the additional expenses incurred by the Government in connection with his training. No employee selected for such training shall be assigned thereto unless he has entered into such agreement.

(b) An employee who, by reason of his entrance into the service of another department or of any other agency in any branch of the Government, fails to continue, after his training, in the service of his depart-

ment for the period specified in such agreement, shall not be required to pay to the Government the amount of the additional expenses incurred by the Government in connection with his training unless the head of the department which has authorized such training notifies the employee prior to the effective date of his entrance into the service of such other department or agency that such payment will be required under authority of this section.

(c) If any employee (other than an employee relieved of liability under subsection (b) of this section or under subsection (b) of section 4) fails to fulfill his agreement to pay to the Government the additional expenses incurred by the Government in connection with his training, a sum equal to the amount of such additional expenses of training shall be recoverable by the Government from such employee or his estate (1) by setoff of accrued salary, pay, compensation, amount of retirement credit, or other amount due such employee from the Government and (2) by such other method as may be provided by law for the recovery of amounts owing to the Government. The head of the department concerned may, in accordance with regulations of the Commission, waive in whole or in part any right of recovery under this subsection, if it is shown that such recovery would be against equity and good conscience or against the public interest.

LIMITATIONS ON TRAINING OF EMPLOYEES THROUGH NONGOVERNMENT FACILITIES

SEC. 12. (a) The training of employees by, in, and through non-Government facilities under authority of this act shall be subject to the following provisions:

- (1) The number of man-years of such training by, in, and through non-Government facilities for each department in any fiscal year shall not exceed 1 percent of the total number of man-years of civilian employment for such department in the same fiscal year as disclosed by the budget estimates for such department for such year.

(2) No employee having less than 1 year of current, continuous civilian service in the Government shall be eligible for such training unless the head of his department determines, in accordance with regulations of the Commission, that such training for such employee is in the public interest.

(3) In the first 10-year period of his continuous or noncontinuous civilian service in the Government following the date of his initial entry into the civilian service of the Government, and in each 10-year period of such service occurring thereafter, the time spent by an employee in such training shall not exceed 1 year.

(4) The Commission is authorized, in its discretion, to prescribe such other limitations, in accordance with the provisions and purposes of this act, with respect to the time which may be spent by an employee in such training, as the Commission deems appropriate.

(b) The Commission is authorized, in its discretion, to waive, with respect to any department or part thereof or any employee or employees therein, any or all of the restrictions covered by subsection (a) of this section, upon recommendation of the head of the department concerned, if the Commission determines that the application of any or all of such restrictions to any department or part thereof or employee or employees therein is contrary to the public interest. The Commission is further authorized, in its discretion, to reimpose in the public interest, with respect to any such department or part thereof, or any such employee or employees therein, any or all of the restrictions so waived.

PROHIBITION ON TRAINING THROUGH NON-GOVERNMENT FACILITIES FOR SOLE PURPOSE OF OBTAINING ACADEMIC DEGREES

SEC. 13. Nothing contained in this act shall be construed to authorize the selection and assignment of any employee for training by, in, or through any non-Government facility under authority of this act, or the payment or reimbursement by the Government of the costs of such training, either (1) for the purpose of providing an opportunity to such employee to obtain an academic degree in order to qualify for appointment to a particular position for which such academic degree is a basic requirement or (2) solely for the purpose of providing an opportunity to such employee to obtain one or more academic degrees.

PROHIBITION ON TRAINING THROUGH FACILITIES ADVOCATING OVERTHROW OF THE GOVERNMENT BY FORCE OR VIOLENCE

SEC. 14. No part of any appropriation of, or of any funds available for expenditure by, any department shall be available for payment for the training of any employee by, in, or through any non-Government facility teaching or advocating the overthrow of the Government of the United States by force or violence, or by or through any individual with respect to whom determination has been made by a proper Government administrative or investigatory authority that, on the basis of information or evidence developed in investigations and procedures authorized by law or Executive orders of the President, there exists a reasonable doubt of his loyalty to the United States.

REVIEW BY COMMISSION OF PROGRAMS OF TRAINING THROUGH NONGOVERNMENT FACILITIES

SEC. 15. The Commission shall review, at such times and to such extent as it deems necessary, the operations, activities, and related transactions of each department in connection with the program or programs, and the plan or plans thereunder, of such department for the training of its employees by, in, and through non-Government facilities under authority of this act in order to determine whether such operations, activities, and related transactions are in compliance with such programs and plans, with the provisions and purposes of this act, and with the principles, standards, and related requirements contained in the regulations of the Commission prescribed thereunder. Upon request of the Commission, each department shall cooperate with and assist the Commission in such review. If the Commission finds that noncompliance exists in any department, the Commission, after consultation with such departments, shall certify to the head of such department its recommendations for modification or change of actions and procedures of such department thereafter in connection with such training programs and plans. If after a reasonable time for placing such recommendations in effect the Commission finds that noncompliance continues to exist in such department, the Commission shall report such noncompliance to the President for such action as he deems appropriate.

COLLECTION OF TRAINING INFORMATION BY COMMISSION

SEC. 16. The Commission is authorized, to the extent it deems appropriate in the public interest, to collect information, from time to time, with respect to training programs, plans, and methods in and outside the Government. Upon appropriate request, the Commission may make such information available to any department and to the Congress.

ASSISTANCE BY COMMISSION WITH RESPECT TO TRAINING PROGRAMS

SEC. 17. Upon request of any department, the Commission, to the extent of its facilities and personnel available for such purpose, shall provide advice and assistance in the

establishment, operation, and maintenance of the programs and plans of such department for training under authority of this act.

REPORTS

SEC. 18. (a) Each department annually shall prepare and submit to the Commission, at such times and in such form as the Commission shall prescribe, reports on the programs and plans of such department for the training of employees by, in, and through Government facilities and non-Government facilities under authority of this Act. Each such report shall contain—

(1) such information as the Commission deems appropriate with respect to the expenditures of such department in connection with such training.

(2) the name of each employee of such department (other than students participating in any cooperative educational program) who, during the period covered by the report, received training by, in, or through a non-Government facility for more than 120 days; the grade, title, and primary duties of the position held by such employee; the name of the non-Government facility from which such training was received; the nature, length, and cost to the Government of such training; and the relationship of such training to official Government duties.

(3) the name of each employee of such department who, during the period covered by the report, received a contribution or award in the manner provided by section 19 (a) of this act,

(4) a statement of the department with respect to the value of such training to the department,

(5) estimates of the extent to which economies and improved operations have resulted from such training, and

(6) such other information as the department or the Commission deems appropriate.

(b) The Commission shall include in its annual report a statement, in such form as shall be determined by the Commission with the approval of the President, with respect to the training of employees of the Government under authority of this act. Each such statement shall include—

(1) a summary of information with respect to the operation and results of the programs and plans of the departments,

(2) a summary of information received by the Commission from the departments in accordance with subsection (a) of this section, and

(3) such recommendations and other matters as the President or the Commission may deem appropriate or which may be required by the Congress.

(c) The Commission annually shall submit to the President for his approval and for transmittal to the Congress a report including the information received by the Commission from the departments under paragraphs (2) and (3) of subsection (a) of this section.

GENERAL

SEC. 19. (a) To the extent authorized by regulation of the President, contributions and awards incident to training in non-Government facilities may be made to and accepted by employees, and payment of travel, subsistence, and other expenses incident to attendance at meetings may be made to and accepted by employees without regard to the provisions of section 1914 of title 18 of the United States Code: *Provided*, That such contributions, awards, and payments are made by an organization determined by the Secretary of the Treasury to be an organization described in section 501 (c) (3) of the Internal Revenue Code of 1954 which is exempt from taxation under section 501 (a) of such Code.

(b) Hereafter any appropriation available to any department for expenses of travel

shall be available for expenses of attendance at meetings which are concerned with the functions or activities for which the appropriation is made or which will contribute to improved conduct, supervision, or management of those functions or activities.

(c) Whenever, under the authority of subsection (a), a contribution, award, or payment, in cash or in kind, is made to an employee for travel, subsistence, or other expenses, an appropriate reduction in accordance with regulations of the Director of the Bureau of the Budget shall be made from any payment by the Government to such employee for travel, subsistence, or other expenses incident to training in a non-Government facility or incident to attendance at a meeting.

(d) Nothing in this act shall be construed to authorize the training of any employee by, in, or through any non-Government facility any substantial part of the activities of which is (1) the carrying on of propaganda, or otherwise attempting, to influence legislation or (2) the participation or intervention in (including the publishing or distributing of statements) any political campaign on behalf of any candidate for public office.

(e) The functions, duties, and responsibilities of the Commission under this act shall be exercised subject to supervision and control by the President and review by the Congress.

TRANSITION FROM EXISTING GOVERNMENT TRAINING PROGRAMS

SEC. 20. In order to facilitate the transition from existing Government training programs and notwithstanding any provision of this act to the contrary or the repeal or amendment of any provision of law thereby, the education, instruction, and training, either within or outside the Government, of employees of any department, under any program in effect immediately prior to the date of enactment of this act, may be initiated, continued, and completed until the expiration of the day immediately preceding (1) the day on which such department shall have placed in effect, in accordance with section 7 of this act, a program or programs of training or (2) the first day following the date of expiration of the period of two hundred and seventy days following enactment of this act specified in such section 7, whichever day first occurs. All such education, instruction, and training initiated or uncompleted prior to the day specified in clause (1) or the day specified in clause (2) of this section, whichever day first occurs, may be continued and completed under such program on and after such day.

REPEAL AND AMENDMENT OF EXISTING EMPLOYEE TRAINING LAWS

SEC. 21. (a) The respective provisions of law specified in subsections (b) and (c) of this section are each repealed or amended, as the case may be, as provided in such subsections, each such repeal and amendment to be effective (1) on and after the day on which the department listed with respect to such provision of law shall have placed in effect, in accordance with section 7 of this act, a program or programs of training or (2) on and after the first day following the date of expiration of the period of 270 days following enactment of this act specified in such section 7, whichever day first occurs.

(b) The following provisions of law with respect to the following departments are repealed and amended, effective in the manner provided in subsection (a) of this section:

(1) Atomic Energy Commission: Paragraph n of section 161 of the Atomic Energy Act of 1954 (68 Stat. 950; 42 U. S. C. 2201 (n)) is repealed. Paragraph o, p, q, r, and s of such section 161 are redesignated as paragraphs n, o, p, q, and r, respectively, of such section.

(2) Central Intelligence Agency: Section 4 of the Central Intelligence Agency Act of 1949 (63 Stat. 208; 50 U. S. C. 403d) is repealed. Sections 5, 6, 7, 8, 10, 11, and 12 of such act are redesignated as sections 4, 5, 6, 7, 8, 9, and 10, respectively, of such act.

(3) Civil Aeronautics Administration, Department of Commerce: Section 307 (b) and (c) of the Civil Aeronautics Act of 1938, as amended (64 Stat. 417; 49 U. S. C. 457 (b) and (c)), is repealed. Section 307 (a) of such act is amended by striking out "(a)".

(4) Federal Maritime Board and the Maritime Administration, Department of Commerce: The last sentence in section 201 (e) of the Merchant Marine Act, 1936, as amended (53 Stat. 1182; 46 U. S. C. 1111 (e)), is repealed.

(5) National Advisory Committee for Aeronautics: The act entitled "An act to promote the national defense and to contribute to more effective aeronautical research by authorizing professional personnel of the National Advisory Committee for Aeronautics to attend accredited graduate schools for research and study," approved April 11, 1950, as amended (64 Stat. 43; 68 Stat. 78; 50 U. S. C. 160a-160f), is repealed.

(6) Bureau of Public Roads, Department of Commerce: Section 16 of the Defense Highway Act of 1941 (55 Stat. 770; 23 U. S. C. 116) is repealed.

(7) Veterans' Administration: Section 235 of the Veterans' Benefits Act of 1957 (71 Stat. 94; Public Law 85-56), subsections (b) and (c) of section 1413 of the Veterans' Benefits Act of 1957 (71 Stat. 134 and 135; Public Law 85-56), and that part of the first sentence of paragraph 9 of part VII of Veterans Regulation No. 1 (a) (57 Stat. 45; 38 U. S. C., ch. 12A) which follows the words "The Administrator shall have the power" and ends with a semicolon and the words "and also", are repealed.

(c) Section 803 of the Civil Aeronautics Act of 1938, as amended (60 Stat. 945; 49 U. S. C. 603), is amended—

(1) by inserting "and" immediately following the semicolon at the end of clause (6) of such section,

(2) by striking out the semicolon at the end of clause (7) of such section, and

(3) by striking out "and (8) detail annually, within the limits of available appropriations made by Congress, members of the Weather Bureau personnel for training at Government expense, either at civilian institutions or otherwise, in advanced methods of meteorological science: *Provided*, That no such member shall lose his individual status or seniority rating in the Bureau merely by reason of absence due to such training."

EXISTING RIGHTS AND OBLIGATIONS

SEC. 22. Nothing contained in this act shall affect (1) any contract, agreement, or arrangement entered into by the Government, either prior to the date of enactment of this act or under authority of section 20, for the education, instruction, or training of personnel of the Government, and (2) the respective rights and liabilities (including seniority, status, pay, leave, and other rights of personnel of the Government) with respect to the Government in connection with any such education, instruction, and training or in connection with any such contract, agreement, or arrangement.

ABSORPTION OF COSTS WITHIN FUNDS AVAILABLE

SEC. 23. (a) The Director of the Bureau of the Budget is authorized and directed to provide by regulation for the absorption by the respective departments, from the respective applicable appropriations or funds available for the fiscal year in which this act is enacted and for each succeeding fiscal year, to such extent as the Director deems practicable, of the costs of the training programs and plans provided for by this act.

(b) Nothing contained in subsection (a) of this section shall be held or considered to require (1) the separation from the service of any individual by reduction in force or other personnel action or (2) the placing of any individual in a leave-without-pay status.

And to amend the title so as to read: "An act to increase efficiency and economy in the Government by providing for training programs for civilian officers and employees of the Government with respect to the performance of official duties."

Mr. JOHNSTON of South Carolina. Mr. President, the House made some minor amendments in S. 385. I have discussed them with the ranking minority member and several other members of the committee. All have agreed that it would be best at this time to concur in the House amendments. Therefore I move that the Senate concur in the amendments of the House.

Mr. CARLSON. Mr. President, I concur in the statement made by the Senator from South Carolina, the chairman of the Committee on Post Office and Civil Service. The proposed action has the approval of the members of the committee. I am happy to join the chairman in asking that the Senate concur in the amendments of the House.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from South Carolina.

The motion was agreed to.

STATEHOOD FOR ALASKA

The Senate resumed the consideration of the bill (H. R. 7999) to provide for the admission of the State of Alaska into the Union.

Mr. STENNIS. Mr. President, some inquiries have come from Members whose service in the Senate has not extended over a great number of years, and there have also been other inquiries, about the historic situation which resulted in the inclusion of section 10 in the pending bill.

I believe we have documentary evidence which conclusively proves that the President and others who are concerned with the military defense of the Nation not only interposed objections to the previous Alaskan statehood bill but actually stopped the progress of that bill, and that section 10 has been included in the pending bill in an attempt to answer those objections.

I shall refer only briefly to this point. Yesterday, I read from an article in the New York Times which quoted a statement by former Secretary of Defense Wilson, under date of February 15, 1955. In that official letter he stated that he believed it would be in the interest of national security for Alaska to remain a Territory "for the present." In the same letter he said that the great size of Alaska, its sparse population, its limited communications facilities, and its strategic location create very special defense problems.

So that explains what happened to the bill in 1955. I think most of us who serve on the Armed Services Committee understood that at the time; and it was my

belief that any future Alaskan statehood bill would provide that the territory about which they were concerned would be excluded.

I believe that this part of the pending bill is clearly unconstitutional and cannot be upheld by the courts. In that event, section 10 would fall; and, in that event, we would be right back where we were in 1955.

On yesterday, I covered that point when I answered the argument that the admission of Alaska to statehood would strengthen the national defense.

One of the witnesses quoted from the President's message in regard to Alaska. I wish to read the following from that message:

The area limitations and other safeguards for the conduct of defense activities are vital and necessary to the national security.

That is what the President said before, when he recommended Alaskan statehood under those conditions.

That documentary evidence establishes beyond all doubt the opinion of those men, including that of General Twining, who testified before the committee. He has been quoted as saying that the granting of statehood to Alaska would strengthen the national defense. I now quote a statement he made:

As I have stated, the Department of Defense believes the proposed Interior amendments—

They are the ones to be found in section 10—

would implement the area limitations and safeguards the President has in mind. I am not an expert on the highly technical details of withdrawal language, but I am satisfied that the proposed amendments meet the demands of national security.

But without these amendments and without this section of the bill, those national-security demands will not be met.

That is why we now deal with this very serious constitutional question. In my humble opinion, this section of the bill cannot possibly stand in a court of law.

Mr. JACKSON. Mr. President, will the Senator from Mississippi yield to me?

Mr. STENNIS. I yield.

Mr. JACKSON. In connection with the letter from the Secretary of Defense in 1955—to which the Senator from Mississippi has referred—I should like to say to the Senate that beginning on page 65 of the hearings held during the 84th Congress, we find the testimony of James H. Douglas, then the Under Secretary of the Air Force, who represented the Secretary of Defense at the hearing. At that time I went into this question as to how the new statehood act would affect the national defense. Frankly, one who reads the testimony can see that a detailed breakdown as to the specific ways in which it would affect the national defense was not presented to the committee.

I wish to say to my distinguished colleague that the administration later reversed itself, and agreed that it was not necessary to the national defense to keep Alaska as a Territory, and submitted to the committee section 10 as a condition of statehood. I am being very candid about the matter.

Mr. STENNIS. Mr. President, that is a very candid statement, and is altogether characteristic of the Senator from Washington. What he has said reemphasizes the importance of section 10.

It was the opinion of those witnesses, including the President, that unless section 10 is included in the bill, the national security will not be protected.

So, Mr. President, I now address myself briefly to the legal point that, according to all the authorities, section 10, if included as a condition applicable to the admission of Alaska to statehood, will be invalid.

The facts have recently been presented to the Senate; so at this time I shall merely point out that this matter involves 276,000 square miles, with a present population of 24,000 persons, about 5,000 of whom are now in the military service.

I also wish to commend the Senator from Idaho [Mr. CHURCH] who clearly stated the situation in regard to this section. At the hearings he said:

Except that here, and this is the unique feature in the Alaskan case, this very, very large area is being marked off; and the Federal government is given, in effect, the power to suspend full statehood in that area.

The Senator from Idaho stated the matter very clearly, and much better than I could. His statement that "The Federal Government is given, in effect, the power to suspend full statehood in that area" relates to the very part of this provision which cannot possibly stand in a court of law.

Then the Senator from Idaho said that was proposed to be done because of military reasons. He said he could not understand the validity of those reasons, but stated that the fact remains that that is the effect of that part of the bill. I had a quotation from the Senator from Washington [Mr. JACKSON], but in view of his statement, I shall not include it in my present arguments.

The seriousness of this question was raised in the hearings, and Mr. Dechert, general counsel for the Department of Defense, was questioned about it. This very question was raised, as to whether the jurisdiction which was going to be extended and withdrawn from the State would actually pertain to the people or just to the taking of property. There was a good deal of sparring of words, but I read the conclusion. The Senator from Washington said:

I think what is involved here is the question of being able to move people around and to exercise Federal police power in the area. Is that not what you are really aiming at?

Mr. DECHERT. Jurisdiction is usually related to people. Of course, it may also be related to property.

Senator JACKSON. But if you rest your case on property, you are on weak grounds, because this is Federal land.

Mr. DECHERT. That is right.

Senator JACKSON. And it will remain Federal land, even if it is a State. And if it is private land, you can get an order of taking and take it, and get your damages decided in court. Is that not correct? Have I stated the law correctly?

Mr. DECHERT. That is right.

What we are really talking about is that we are going to deal with people.

The Senator from New Mexico [Mr. ANDERSON] said:

You see, I am not a lawyer like Senator JACKSON. So I want to know what you can do if it is withdrawn.

He went on and restated his question:

What can you do if it is withdrawn, in accordance with section 10, that you cannot do otherwise?

Mr. DECHERT. I think the answer, sir, is that no one can be sure of the various things that can be done. But the shortest answer is that anything can be done which thereafter the Congress alone says can be done.

Senator ANDERSON. Well, suppose you name it.

Mr. DECHERT. Move everybody out of a certain portion of it.

I emphasize that matter because it was disputed for a while that there would be authority to move the people out, that there was merely a property right involved. But the testimony shows, and it has been pretty generally agreed in debate by now, that this is sweeping, unlimited, and exclusive power. That is clearly the legal point which makes it invalid and upon which it cannot stand.

Mr. JACKSON. Mr. President, will the Senator yield?

Mr. STENNIS. I yield to the Senator from Washington.

Mr. JACKSON. It is obvious from a reading of the hearings that I had serious reservations about the request of the Department of Defense in connection with this section. Very frankly, as I interpret this section, I do not believe the Government could move anyone out of, for example, the city of Nome, unless, pursuant to an order of court, the Government took all the property which was involved. So, as a condition precedent to moving people out, Mr. President, I think the Government would be subject to the laws of eminent domain, and, as required by the Constitution, would have to provide full and just compensation. That is fundamentally a condition precedent to any action to move any people out of the area. Bear in mind that at least 99 percent of the land we are talking about is now federally owned.

Mr. STENNIS. The Senator does not expect it to continue to be federally owned for any appreciable length of time, does he—certainly not over 2, 3, 4 or 5 decades? We are now legislating for the future.

Mr. JACKSON. The area which we are discussing, which is roughly north of Brook's Range and north of Fairbanks represents a wild and desolate area. To my knowledge, none of that area is susceptible to agriculture, for example. I have serious doubt whether that area of Alaska will be populated to any extent in the foreseeable future.

Mr. STENNIS. Why was not this area simply left out of the Territory to be brought into statehood?

Mr. JACKSON. Very candidly, looking at the overall picture, we were thinking about obtaining approval, by the administration of the request for statehood. There was serious doubt whether the administration would support statehood for Alaska.

Mr. STENNIS. And that doubt was based, was it not, upon military and national defense situations?

Mr. JACKSON. One of the reasons given was that it might be inconsistent with the military defense needs of the area. I am speaking of the official reason given by the executive branch of the Government. Section 10 as proposed by the administration was the answer to that problem. On that basis the committee tried to go halfway and accede to the request of the President of the United States. It was done at his request.

Mr. STENNIS. I appreciate that statement. I think serious doubt was raised in his mind as to the legal situation.

Mr. President, I submit that every Member of this body must agree that such a condition imposed upon the new State, as a price for its admission into the Union of States, is such a condition precedent to its admission that does violence to the equal footing doctrine which has governed the admission of all new States into the Union.

The power of Congress in respect to the admission of new States is found in article IV, section 3, of the Constitution, providing that "new States may be admitted by the Congress into this Union." The only expressed restriction upon this power is that no State shall be formed within the jurisdiction of any other State, nor by the junction of two or more States or parts of States without the consent of such States as well as of the Congress. Under the Constitution, Congress has the power to admit new States, but no where in the Constitution is there any authority delegated to the Congress to impose conditions for admission of a State into the Union which would prevent a new State from entering the Union upon an equal footing with all of the other States.

H. R. 7999 proposes to admit Alaska into the Union of States provided that the new State agree before admission that it surrender a part of its jurisdiction and sovereignty over a part of its citizens.

Mr. President, this poses a serious constitutional question and one which deserves the utmost consideration of this body.

Just what is equal footing?

Equal footing certainly means on an equality with others, and it denotes a reciprocal position, a position equal in its relationship to the United States and other States. Is the State of Alaska entering the Union on an equal footing in all respects whatever with the other States when it has to surrender jurisdiction and complete sovereignty over a part of its area and its citizens?

Mr. President, I should like to take a few minutes to cite the controlling and clear-cut and far-reaching case which went up to the Supreme Court regarding the admission of the State of Oklahoma. I refer to the constitutional problem which arose after the State of Oklahoma had been admitted.

This question as to the constitutional equality of States has been answered with considerable definiteness by the Supreme Court in *Coyle v. Smith* (221 U. S. 559). The Congress in the admission of Oklahoma on an equal footing with the original States provided that the capital of Oklahoma should be at Guthrie, and should not be changed

Public Law 85-507
85th Congress, S. 385
July 7, 1958

AN ACT

To increase efficiency and economy in the Government by providing for training programs for civilian officers and employees of the Government with respect to the performance of official duties.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

Government Em-
ployees Training
Act.

SHORT TITLE

SECTION 1. This Act may be cited as the "Government Employees Training Act".

DECLARATION OF POLICY

SEC. 2. It is hereby declared to be the policy of the Congress—

(1) that, in order to promote efficiency and economy in the operation of the Government and provide means for the development of maximum proficiency in the performance of official duties by employees thereof, to establish and maintain the highest standards of performance in the transaction of the public business, and to install and utilize effectively the best modern practices and techniques which have been developed, tested, and proved within or outside of the Government, it is necessary and desirable in the public interest that self-education, self-improvement, and self-training by such employees be supplemented and extended by Government-sponsored programs, provided for by this Act, for the training of such employees in the performance of official duties and for the development of skills, knowledge, and abilities which will best qualify them for performance of official duties;

(2) that such programs shall be continuous in nature, shall be subject to supervision and control by the President and review by the Congress, and shall be so established as to be readily expandible in time of national emergency;

(3) that such programs shall be designed to lead to (A) improved public service, (B) dollar savings, (C) the building and retention of a permanent cadre of skilled and efficient Government employees, well abreast of scientific, professional, technical, and management developments both in and out of Government, (D) lower turnover of personnel, (E) reasonably uniform administration of training, consistent with the missions of the Government departments and agencies, and (F) fair and equitable treatment of Government employees with respect to training; and

(4) that the United States Civil Service Commission shall be responsible and have authority, subject to supervision and control by the President, for the effective promotion and coordination of such programs and of training operations thereunder.

DEFINITIONS

SEC. 3. For the purposes of this Act—

(1) the term "Government" means the Government of the United States of America and the municipal government of the District of Columbia;

(2) the term "department", subject to the exceptions contained in section 4, means (A) each executive department, (B) each independent establishment or agency in the executive branch,

(C) each Government-owned or controlled corporation subject to title I or title II of the Government Corporation Control Act, (D) the General Accounting Office, (E) the Library of Congress, (F) the Government Printing Office, and (G) the municipal government of the District of Columbia;

(3) the term "employee", subject to the exceptions contained in section 4, means any civilian officer or employee in or under a department, including officers of the Coast and Geodetic Survey in the Department of Commerce;

(4) the term "Commission" means the United States Civil Service Commission;

(5) the term "training" means the process of providing for and making available to an employee, and placing or enrolling such employee in, a planned, prepared, and coordinated program, course, curriculum, subject, system, or routine of instruction or education, in scientific, professional, technical, mechanical, trade, clerical, fiscal, administrative, or other fields which are or will be directly related to the performance by such employee of official duties for the Government, in order to increase the knowledge, proficiency, ability, skill, and qualifications of such employee in the performance of official duties;

(6) the term "Government facility" means any property owned or substantially controlled by the Government and the services of any civilian and military personnel of the Government; and

(7) the term "non-Government facility" means (A) the government of any State, Territory, or possession of the United States, the government of the Commonwealth of Puerto Rico, and any interstate governmental organization, or any unit, subdivision, or instrumentality of any of the foregoing, (B) any foreign government or international organization, or instrumentality of either, which is designated by the President as eligible to provide training under this Act, (C) any medical, scientific, technical, educational, research, or professional institution, foundation, agency, or organization, (D) any business, commercial, or industrial firm, corporation, partnership, proprietorship, or any other organization, and (E) any individual not a civilian or military officer or employee of the Government of the United States or of the municipal government of the District of Columbia. For the purposes of furnishing training by, in, or through any of the foregoing, the term "non-Government facility" also shall include the services and property of any of the foregoing furnishing such training.

72 Stat. 328.

72 Stat. 329.

EXCLUSION

SEC. 4. (a) This Act shall not apply to—

(1) the President or Vice President of the United States,

(2) the Foreign Service of the United States under the Department of State,

(3) any corporation under the supervision of the Farm Credit Administration of which corporation any member of the board of directors is elected or appointed by private interests,

(4) the Tennessee Valley Authority,

(5) any individual appointed by the President by and with the advice and consent of the Senate or by the President alone, unless such individual is specifically designated by the President for training under this Act, and

(6) any individual (except an officer of the Coast and Geodetic Survey in the Department of Commerce) who is a member of the

uniformed services as defined in section 102 (a) of the Career Compensation Act of 1949, as amended, during any period in which he is receiving compensation under title II of such Act.

63 Stat. 802,
807.
37 USC 231,
232-238.

(b) The President is authorized—

(1) to designate at any time in the public interest any department or part thereof, or any employee or employees therein (either individually or by groups or classes), as excepted from this Act or any provision of this Act (other than this section, section 21, and section 22), and

(2) to designate at any time in the public interest any such department or part thereof, or any such employee or employees therein, so excepted, as again subject to this Act or any such provision of this Act.

Such authority of the President shall not include the authority to except the Commission from any provision of this Act which vests in or imposes upon the Commission any function, duty, or responsibility with respect to any matter other than the establishment, operation, and maintenance by the Commission, in the same capacity as any other department, of programs of and plans of training for employees of the Commission.

DEPARTMENTAL REVIEWS OF TRAINING NEEDS

SEC. 5. Within ninety days after the date of enactment of this Act and at least once every three years after the expiration of such ninety-day period, the head of each department shall conduct and complete a review of the needs and requirements of such department for the training of employees under its jurisdiction. Upon request of a department, the Commission is authorized, in its discretion, to assist such department in connection with such review of needs and requirements. Information obtained or developed in any such review shall be made available to the Commission at its request.

TRAINING REGULATIONS OF COMMISSION

SEC. 6. (a) The Commission after consideration of the needs and requirements of each department for training of its employees and after consultation with those departments principally concerned, shall prescribe regulations containing the principles, standards, and related requirements for the programs, and plans thereunder, for the training of employees of the departments under authority of this Act (including requirements for appropriate coordination of and reasonable uniformity in such training programs and plans of the departments). Such regulations, when promulgated, shall provide for the maintenance of necessary information with respect to the general conduct of the training activities of each department, and such other information as may be necessary to enable the President and the Congress to discharge effectively their respective duties and responsibilities for supervision, control, and review of training programs authorized by this Act. Such regulations also shall cover with respect to training by, in, and through Government facilities and non-Government facilities—

72 Stat. 329.
72 Stat. 330.

(1) requirements with respect to the determination and continuing review by each department of its needs and requirements in connection with such training;

(2) the scope and conduct of the programs and plans of each department for such training;

(3) the selection and assignment for such training of employees of each department;

(4) the utilization in each department of the services of employees who have undergone any such training;

(5) the evaluation of the results and effects of programs and plans for such training;

(6) the interchange among the departments of information concerning such training;

(7) the submission by the departments of reports on the results and effects of programs and plans of such training and economies resulting therefrom, including estimates of costs of training by, in, and through non-Government facilities;

(8) such requirements and limitations as may be necessary with respect to payments and reimbursements in accordance with section 10; and

(9) such other matters as the Commission deems appropriate or necessary to carry out the provisions of this Act.

(b) In addition to matters set forth in subsection (a) of this section, the regulations of the Commission shall, with respect to the training of employees by, in, or through non-Government facilities—

(1) prescribe general policies governing the selection of a non-Government facility to provide such training;

(2) authorize training of employees by, in, or through a non-Government facility only after determination by the head of the department concerned that adequate training for such employees by, in, or through a Government facility is not reasonably available and that appropriate consideration has been given to the then existing or reasonably foreseeable availability and utilization of fully trained employees; and

(3) prohibit the training of an employee by, in, or through a non-Government facility for the purpose of filling a position by promotion if there is in the department concerned another employee of equal ability and suitability who is fully qualified to fill such position and is available at, or within a reasonable distance from, the place or places where the duties of such position are to be performed.

(c) From time to time and in accordance with this Act, the Commission may revise, supplement, or abolish its regulations prescribed under this section and may prescribe additional regulations.

(d) Nothing contained in this section shall be construed to authorize the Commission to prescribe the types and methods of intradepartmental training or to regulate the details of intradepartmental training programs.

72 Stat. 330.

72 Stat. 331.

ESTABLISHMENT OF PROGRAMS OF TRAINING THROUGH GOVERNMENT AND NON-GOVERNMENT FACILITIES

SEC. 7. Within two hundred and seventy days after the date of enactment of this Act, the head of each department shall prepare, establish, and place in effect a program or programs, and a plan or plans thereunder, in conformity with this Act, for the training of employees in or under such department by, in, and through Government facilities and non-Government facilities in order to increase economy and efficiency in the operations of the department and to raise the standard of performance by employees of their official duties to the maximum possible level of proficiency. Each such program, and plan or plans thereunder, shall conform, on and after the effective date of the regulations prescribed by the Commission under section 6 of this Act, to the principles, standards, and related requirements contained in such regulations then current, shall be operated and maintained in accordance with the provisions of this Act, and shall

provide for adequate administrative control by appropriate authority. Two or more departments jointly may operate under any such training program. Each such program shall provide for the encouragement of self-training by employees by means of appropriate recognition of resultant increases in proficiency, skill, and capability.

GENERAL PROVISIONS OF PROGRAMS OF TRAINING THROUGH GOVERNMENT FACILITIES

SEC. 8. The program or programs of each department for the training of employees by, in, and through Government facilities under authority of this Act—

(1) shall provide for training, insofar as practicable, by, in, and through those Government facilities which are under the jurisdiction or control of such department, and

(2) shall provide for the making by such department to the extent necessary and appropriate, of agreements with other departments, and with other agencies in any branch of the Government, on a reimbursable basis if so requested by such other departments and agencies, (A) for the utilization in such program or programs of those Government facilities under the jurisdiction or control of such other departments and agencies and (B) for extension to employees of such department of training programs of such other departments.

GENERAL PROVISIONS OF PROGRAMS OF TRAINING THROUGH NON-GOVERNMENT FACILITIES

SEC. 9. (a) The head of each department is authorized to enter into agreements or make other appropriate arrangements for the training of employees of such department by, in, or through non-Government facilities in accordance with this Act, without regard to section 3709 of the Revised Statutes (41 U. S. C. 5).

60 Stat. 809.

(b) The program or programs of each department for the training of employees by, in, and through non-Government facilities under authority of this Act shall—

72 Stat. 331.

(1) provide for information to be made available to employees of such department with respect to the selection and assignment of such employees for training by, in, and through non-Government facilities and the limitations and restrictions applicable to such training in accordance with this Act, and

72 Stat. 332.

(2) give appropriate consideration to the needs and requirements of such department in recruiting and retaining scientific, professional, technical, and administrative employees.

(c) Each department shall issue such regulations as the department deems necessary to implement the regulations of the Commission issued under section 6 (a) (8) in order to protect the Government with respect to payment and reimbursement of training expenses.

EXPENSES OF TRAINING THROUGH GOVERNMENT FACILITIES AND NON-GOVERNMENT FACILITIES

SEC. 10. The head of each department in accordance with regulations issued by the Commission under authority of section 6 (a) (8) is authorized, from funds appropriated or otherwise available to such department, (1) to pay all or any part of the salary, pay, or compensation (excluding overtime, holiday, and night differential pay) of each employee of such department who is selected and assigned for training by, in, or through Government facilities or non-Government

37 USC 253. . facilities under authority of this Act, for each period of such training of such employee, and (2) to pay, or reimburse such employee for, all or any part of the necessary expenses of such training, without regard to section 3648 of the Revised Statutes (31 U. S. C. 529), including among such expenses the necessary costs of (A) travel and per diem in lieu of subsistence in accordance with the Travel Expense Act of 1949, as amended, and the Standardized Government Travel Regulations, or, in the case of commissioned officers of the Coast and Geodetic Survey in the Department of Commerce, section 303 of the Career Compensation Act of 1949, as amended, and the Joint Travel Regulations for the Uniformed Services; (B) transportation of immediate family, household goods and personal effects, packing, crating, temporary storage, drayage, and unpacking in accordance with the first section of the Administrative Expenses Act of 1946, as amended, and Executive Order Numbered 9805, as amended (except that in the case of commissioned officers of the Coast and Geodetic Survey in the Department of Commerce, such expenses shall be paid under section 303 of the Career Compensation Act of 1949, as amended, and the Joint Travel Regulations for the Uniformed Services), whenever the estimated costs of such transportation and related services are less than the estimated aggregate per diem payments for the period of training, (C) tuition and matriculation fees, (D) library and laboratory services, (E) purchase or rental of books, materials, and supplies, and (F) other services or facilities directly related to the training of such employee. Such expenses of training shall not be deemed to include membership fees except to the extent that such fees are a necessary cost directly related to the training itself or that payment thereof is a condition precedent to undergoing such training.

63 Stat. 166.
5 USC 835 note.
63 Stat. 813.
37 USC 253.
60 Stat. 806.
5 USC 73b-1
note.
3 CFR 1943-
1948 Comp.,
p. 584.

AGREEMENTS OF EMPLOYEES RECEIVING TRAINING THROUGH NON-GOVERNMENT FACILITIES TO CONTINUE IN GOVERNMENT SERVICE FOR CERTAIN PERIODS

72 Stat. 332.
72 Stat. 333. SEC. 11. (a) Each employee who is selected for training by, in, or through a non-Government facility under authority of this Act shall, prior to his actual assignment for such training, enter into a written agreement with the Government to the effect that (1) after the expiration of the period of his training, he will continue in the service of his department for a period at least equal to three times the length of the period of such training unless he is involuntarily separated from the service of his department, and (2) if he is voluntarily separated from the service of his department prior to the expiration of the period for which he has agreed to continue in the service of his department after such period of training, he will pay to the Government the amount of the additional expenses incurred by the Government in connection with his training. No employee selected for such training shall be assigned thereto unless he has entered into such agreement.

(b) An employee who, by reason of his entrance into the service of another department or of any other agency in any branch of the Government, fails to continue, after his training, in the service of his department for the period specified in such agreement, shall not be required to pay to the Government the amount of the additional expenses incurred by the Government in connection with his training unless the head of the department which has authorized such training notifies the employee prior to the effective date of his entrance into the service of such other department or agency that such payment will be required under authority of this section.

(c) If any employee (other than an employee relieved of liability under subsection (b) of this section or under subsection (b) of section

4) fails to fulfill his agreement to pay to the Government the additional expenses incurred by the Government in connection with his training, a sum equal to the amount of such additional expenses of training shall be recoverable by the Government from such employee or his estate (1) by setoff of accrued salary, pay, compensation, amount of retirement credit, or other amount due such employee from the Government and (2) by such other method as may be provided by law for the recovery of amounts owing to the Government. The head of the department concerned may, in accordance with regulations of the Commission, waive in whole or in part any right of recovery under this subsection, if it is shown that such recovery would be against equity and good conscience or against the public interest.

LIMITATIONS ON TRAINING OF EMPLOYEES THROUGH NON-GOVERNMENT FACILITIES

SEC. 12. (a) The training of employees by, in, and through non-Government facilities under authority of this Act shall be subject to the following provisions:

(1) The number of man-years of such training by, in, and through non-Government facilities for each department in any fiscal year shall not exceed 1 per centum of the total number of man-years of civilian employment for such department in the same fiscal year as disclosed by the budget estimates for such department for such year.

(2) No employee having less than one year of current, continuous civilian service in the Government shall be eligible for such training unless the head of his department determines, in accordance with regulations of the Commission, that such training for such employee is in the public interest.

(3) In the first ten-year period of his continuous or non-continuous civilian service in the Government following the date of his initial entry into the civilian service of the Government, and in each ten-year period of such service occurring thereafter, the time spent by an employee in such training shall not exceed one year.

72 Stat. 333.

(4) The Commission is authorized, in its discretion, to prescribe such other limitations, in accordance with the provisions and purposes of this Act, with respect to the time which may be spent by an employee in such training, as the Commission deems appropriate.

72 Stat. 334.

(b) The Commission is authorized, in its discretion, to waive, with respect to any department or part thereof or any employee or employees therein, any or all of the restrictions covered by subsection (a) of this section, upon recommendation of the head of the department concerned, if the Commission determines that the application of any or all of such restrictions to any department or part thereof or employee or employees therein is contrary to the public interest. The Commission is further authorized, in its discretion, to reimpose in the public interest, with respect to any such department or part thereof, or any such employee or employees therein, any or all of the restrictions so waived.

PROHIBITION ON TRAINING THROUGH NON-GOVERNMENT FACILITIES FOR SOLE PURPOSE OF OBTAINING ACADEMIC DEGREES

SEC. 13. Nothing contained in this Act shall be construed to authorize the selection and assignment of any employee for training by, in, or through any non-Government facility under authority of

this Act, or the payment or reimbursement by the Government of the costs of such training, either (1) for the purpose of providing an opportunity to such employee to obtain an academic degree in order to qualify for appointment to a particular position for which such academic degree is a basic requirement or (2) solely for the purpose of providing an opportunity to such employee to obtain one or more academic degrees.

PROHIBITION ON TRAINING THROUGH FACILITIES ADVOCATING OVERTHROW
OF THE GOVERNMENT BY FORCE OR VIOLENCE

SEC. 14. No part of any appropriation of, or of any funds available for expenditure by, any department shall be available for payment for the training of any employee by, in, or through any non-Government facility teaching or advocating the overthrow of the Government of the United States by force or violence, or by or through any individual with respect to whom determination has been made by a proper Government administrative or investigatory authority that, on the basis of information or evidence developed in investigations and procedures authorized by law or Executive orders of the President, there exists a reasonable doubt of his loyalty to the United States.

REVIEW BY COMMISSION OF PROGRAMS OF TRAINING THROUGH NON-
GOVERNMENT FACILITIES

SEC. 15. The Commission shall review, at such times and to such extent as it deems necessary, the operations, activities, and related transactions of each department in connection with the program or programs, and the plan or plans thereunder, of such department for the training of its employees by, in, and through non-Government facilities under authority of this Act in order to determine whether such operations, activities, and related transactions are in compliance with such programs and plans, with the provisions and purposes of this Act, and with the principles, standards, and related requirements contained in the regulations of the Commission prescribed thereunder. Upon request of the Commission, each department shall cooperate with and assist the Commission in such review. If the Commission finds that noncompliance exists in any department, the Commission, after consultation with such department, shall certify to the head of such department its recommendations for modification or change of actions and procedures of such department thereafter in connection with such training programs and plans. If after a reasonable time for placing such recommendations in effect the Commission finds that noncompliance continues to exist in such department, the Commission shall report such noncompliance to the President for such action as he deems appropriate.

72 Stat. 334.

72 Stat. 335.

COLLECTION OF TRAINING INFORMATION BY COMMISSION

SEC. 16. The Commission is authorized, to the extent it deems appropriate in the public interest, to collect information, from time to time, with respect to training programs, plans, and methods in and outside the Government. Upon appropriate request, the Commission may make such information available to any department and to the Congress.

ASSISTANCE BY COMMISSION WITH RESPECT TO TRAINING PROGRAMS

SEC. 17. Upon request of any department, the Commission, to the extent of its facilities and personnel available for such purpose, shall provide advice and assistance in the establishment, operation, and maintenance of the programs and plans of such department for training under authority of this Act.

REPORTS

SEC. 18. (a) Each department annually shall prepare and submit to the Commission, at such times and in such form as the Commission shall prescribe, reports on the programs and plans of such department for the training of employees by, in, and through Government facilities and non-Government facilities under authority of this Act. Each such report shall contain—

(1) such information as the Commission deems appropriate with respect to the expenditures of such department in connection with such training,

(2) the name of each employee of such department (other than students participating in any cooperative educational program) who, during the period covered by the report, received training by, in, or through a non-Government facility for more than one hundred and twenty days; the grade, title, and primary duties of the position held by such employee; the name of the non-Government facility from which such training was received; the nature, length, and cost to the Government of such training; and the relationship of such training to official Government duties,

(3) the name of each employee of such department who, during the period covered by the report, received a contribution or award in the manner provided by section 19 (a) of this Act,

(4) a statement of the department with respect to the value of such training to the department,

(5) estimates of the extent to which economies and improved operations have resulted from such training, and

72 Stat. 335.

(6) such other information as the department or the Commission deems appropriate.

72 Stat. 336.

(b) The Commission shall include in its annual report a statement, in such form as shall be determined by the Commission with the approval of the President, with respect to the training of employees of the Government under authority of this Act. Each such statement shall include—

(1) a summary of information with respect to the operation and results of the programs and plans of the departments,

(2) a summary of information received by the Commission from the departments in accordance with subsection (a) of this section, and

(3) such recommendations and other matters as the President or the Commission may deem appropriate or which may be required by the Congress.

(c) The Commission annually shall submit to the President for his approval and for transmittal to the Congress a report including the information received by the Commission from the departments under paragraphs (2) and (3) of subsection (a) of this section.

GENERAL

SEC. 19. (a) To the extent authorized by regulation of the President, contributions and awards incident to training in non-Govern-

62 Stat. 793.

68A Stat. 163.
26 USC 501.

ment facilities may be made to and accepted by employees, and payment of travel, subsistence, and other expenses incident to attendance at meetings may be made to and accepted by employees, without regard to the provisions of section 1914 of title 18 of the United States Code: *Provided*, That such contributions, awards, and payments are made by an organization determined by the Secretary of the Treasury to be an organization described in section 501 (c) (3) of the Internal Revenue Code of 1954 which is exempt from taxation under section 501 (a) of such Code.

(b) Hereafter any appropriation available to any department for expenses of travel shall be available for expenses of attendance at meetings which are concerned with the functions or activities for which the appropriation is made or which will contribute to improved conduct, supervision, or management of those functions or activities.

(c) Whenever, under the authority of subsection (a), a contribution, award, or payment, in cash or in kind, is made to an employee for travel, subsistence, or other expenses, an appropriate reduction in accordance with regulations of the Director of the Bureau of the Budget shall be made from any payment by the Government to such employee for travel, subsistence, or other expenses incident to training in a non-Government facility or incident to attendance at a meeting.

(d) Nothing in this Act shall be construed to authorize the training of any employee by, in, or through any non-Government facility any substantial part of the activities of which is (1) the carrying on of propaganda, or otherwise attempting, to influence legislation or (2) the participation or intervention in (including the publishing or distributing of statements) any political campaign on behalf of any candidate for public office.

(e) The functions, duties, and responsibilities of the Commission under this Act shall be exercised subject to supervision and control by the President and review by the Congress.

72 Stat. 336.
72 Stat. 337.

TRANSITION FROM EXISTING GOVERNMENT TRAINING PROGRAMS

SEC. 20. In order to facilitate the transition from existing Government training programs and notwithstanding any provision of this Act to the contrary or the repeal or amendment of any provision of law thereby, the education, instruction, and training, either within or outside the Government, of employees of any department, under any program in effect immediately prior to the date of enactment of this Act, may be initiated, continued, and completed until the expiration of the day immediately preceding (1) the day on which such department shall have placed in effect, in accordance with section 7 of this Act, a program or programs of training or (2) the first day following the date of expiration of the period of two hundred and seventy days following enactment of this Act specified in such section 7, whichever day first occurs. All such education, instruction, and training initiated or uncompleted prior to the day specified in clause (1) or the day specified in clause (2) of this section, whichever day first occurs, may be continued and completed under such program on and after such day.

REPEAL AND AMENDMENT OF EXISTING EMPLOYEE TRAINING LAWS

SEC. 21. (a) The respective provisions of law specified in subsections (b) and (c) of this section are each repealed or amended, as the case may be, as provided in such subsections, each such repeal and amendment to be effective (1) on and after the day on which the department listed with respect to such provision of law shall have

placed in effect, in accordance with section 7 of this Act, a program or programs of training or (2) on and after the first day following the date of expiration of the period of two hundred and seventy days following enactment of this Act specified in such section 7, whichever day first occurs.

(b) The following provisions of law with respect to the following departments are repealed and amended, effective in the manner provided in subsection (a) of this section:

(1) Atomic Energy Commission: Paragraph n of section 161 of the Atomic Energy Act of 1954 (68 Stat. 950; 42 U. S. C. 2201 (n)) is repealed. Paragraphs o, p, q, r, and s of such section 161 are redesignated as paragraphs n, o, p, q, and r, respectively, of such section.

(2) Central Intelligence Agency: Section 4 of the Central Intelligence Agency Act of 1949 (63 Stat. 208; 50 U. S. C. 403d) is repealed. Sections 5, 6, 7, 8, 10, 11, and 12 of such Act are redesignated as sections 4, 5, 6, 7, 8, 9, and 10, respectively, of such Act.

(3) Civil Aeronautics Administration, Department of Commerce: Section 307 (b) and (c) of the Civil Aeronautics Act of 1938, as amended (64 Stat. 417; 49 U. S. C. 457 (b) and (c)), is repealed. Section 307 (a) of such Act is amended by striking out "(a)".

(4) Federal Maritime Board and the Maritime Administration, Department of Commerce: The last sentence in section 201 (e) of the Merchant Marine Act, 1936, as amended (53 Stat. 1182; 46 U. S. C. 1111 (e)), is repealed.

(5) National Advisory Committee for Aeronautics: The Act entitled "An Act to promote the national defense and to contribute to more effective aeronautical research by authorizing professional personnel of the National Advisory Committee for Aeronautics to attend accredited graduate schools for research and study", approved April 11, 1950, as amended (64 Stat. 43; 68 Stat. 78; 50 U. S. C. 160a-160f), is repealed. 72 Stat. 337.
72 Stat. 338.

(6) Bureau of Public Roads, Department of Commerce: Section 16 of the Defense Highway Act of 1941 (55 Stat. 770; 23 U. S. C. 116) is repealed.

(7) Veterans' Administration: Section 235 of the Veterans' Benefits Act of 1957 (71 Stat. 94; Public Law 85-56), subsections (b) and (c) of section 1413 of the Veterans' Benefits Act of 1957 (71 Stat. 134 and 135; Public Law 85-56), and that part of the first sentence of paragraph 9 of part VII of Veterans Regulation Numbered 1 (a) (57 Stat. 45; 38 U. S. C., ch. 12A) which follows the words "The Administrator shall have the power" and ends with a semicolon and the words "and also", are repealed.

(c) Section 803 of the Civil Aeronautics Act of 1938, as amended (60 Stat. 945; 49 U. S. C. 603), is amended—

(1) by inserting "and" immediately following the semicolon at the end of clause (6) of such section,

(2) by striking out the semicolon at the end of clause (7) of such section, and

(3) by striking out "and (8) detail annually, within the limits of available appropriations made by Congress, members of the Weather Bureau personnel for training at Government expense, either at civilian institutions or otherwise, in advanced methods of meteorological science: *Provided*, That no such member shall lose his individual status or seniority rating in the Bureau merely by reason of absence due to such training".

EXISTING RIGHTS AND OBLIGATIONS

SEC. 22. Nothing contained in this Act shall affect (1) any contract, agreement, or arrangement entered into by the Government, either prior to the date of enactment of this Act or under authority of section 20, for the education, instruction, or training of personnel of the Government, and (2) the respective rights and liabilities (including seniority, status, pay, leave, and other rights of personnel of the Government) with respect to the Government in connection with any such education, instruction, and training or in connection with any such contract, agreement, or arrangement.

ABSORPTION OF COSTS WITHIN FUNDS AVAILABLE

SEC. 23. (a) The Director of the Bureau of the Budget is authorized and directed to provide by regulation for the absorption by the respective departments, from the respective applicable appropriations or funds available for the fiscal year in which this Act is enacted and for each succeeding fiscal year, to such extent as the Director deems practicable, of the costs of the training programs and plans provided for by this Act.

(b) Nothing contained in subsection (a) of this section shall be held or considered to require (1) the separation from the service of any individual by reduction in force or other personnel action or (2) the placing of any individual in a leave-without-pay status.

Approved July 7, 1958.